REPORT RESUMES

ED 020 772 PS 000 223

THE IMPACT OF OPERATION HEAD START ON GREENE COUNTY, OHIO, AN EVALUATION REPORT.

BY- COHNSTAEDT, MARTIN L. IRONS, PETER H.
ANTIOCH COLL., YELLOW SPRINGS, OHIO

REPORT NUMBER OEO-572 PUB DATE FEB 66
EDRS PRICE MF-$1.25 HC-$11.92 296P.

DESCRIPTORS- *PROGRAM EVALUATION, *PRESCHOOL PROGRAMS, *CULTURALLY DISADVANTAGED, *COMMUNITY INVOLVEMENT, PARENT REACTION, PARENT PARTICIPATION, TEACHER ATTITUDES, TEACHER EVALUATION, PRINCIPALS, HEALTH PERSONNEL, ADMINISTRATIVE PERSONNEL, ADMINISTRATOR ATTITUDES, INTERVIEWS, QUESTIONNAIRES, MEDICAL EVALUATION, DENTAL EVALUATION, HEAD START,

THIS REPORT PRESENTS A DESCRIPTION OF THE IMPACT OF THE SUMMER 1965 HEAD START PROGRAM IN GREENE COUNTY, OHIO ON GROUPS OF PERSONS HAVING SOME CONTACT WITH IT. THE REPORT DOES NOT ATTEMPT TO ASSESS THE EFFECT THE PROGRAM HAD ON THE CHILDREN PARTICIPATING IN IT. INITIAL SECTIONS OF THE REPORT PROVIDE AN INTRODUCTION, DESCRIBE THE PLANNING OF THE PROGRAM, AND DESCRIBE THE PROGRAM ITSELF. SUBSEQUENT SECTIONS ASSESS THE REACTIONS OF THE FAMILIES OF PARTICIPATING CHILDREN, PERSONNEL IN AGENCIES PROVIDING SERVICES TO THE CHILDREN, PERSONNEL IN THE MEDICAL AND DENTAL PROGRAM, PARTICIPATING AND NONPARTICIPATING TEACHERS, ELEMENTARY SCHOOL PRINCIPALS, SCHOOL SUPERINTENDENTS, AND SCHOOL BOARD MEMBERS. A FINAL SECTION ASSESSES THE COUNTYWIDE IMPACT OF THE PROGRAM. SIX APPENDIXES PRESENT ADDITIONAL INFORMATION ON THE TEACHERS, QUESTIONNAIRES USED IN THE STUDY, A SUMMARY REPORT OF THE MEDICAL AND DENTAL EVALUATIONS, AND PROGRAM PLANNING MATERIALS. (DR)

FILMED FROM BEST
AVAILABLE COPY

11143

U. S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

ED020772

OEO 572

PS 000223

THE IMPACT OF OPERATION HEAD START ON GREENE COUNTY, OHIO.

11144

THE IMPACT OF
OPERATION HEAD START
ON GREENE COUNTY, OHIO

AN EVALUATION REPORT

BY

MARTIN L. COHNSTAEDT

AND

PETER H. IRONS

Submitted to the
Office of Evaluation and Research,
Operation Head Start,
Office of Economic Opportunity
Washington, D.C.

Antioch College
Yellow Springs, Ohio
February, 1966

PS 000223

11145

ACKNOWLEDGMENTS

The authors wish to emphasize that this is a collaborative study. A great many people assisted us in designing the study and in collecting and analyzing the data. Of course, we assume full responsibility for the final product.

The greatest measure of thanks must go to the hundreds of people in Greene County who permitted us to interview them about the Head Start program. Mothers of Head Start children, staff members and administrators of social service agencies in the county, teachers, principals, school superintendents and board members and private citizens who volunteered their services to Head Start -- all were most gracious in the help and cooperation they gave us.

The support, both financial and in terms of ideas and opportunities, of Dr. Edmund Gorden, Director of Research and Evaluation of Operation Head Start, was significant and is appreciated.

We are especially grateful to those who performed the onerous and sometimes frustrating tasks of interviewing and preparing the final report.

Among the many who helped who are not listed by name but whose contributions will be remembered are the members of the Head Start administrative staff, the student coordinators, the mothers who attended the interview sessions, the Wilberforce and Central State University and Antioch College students who volunteered their time and energy to the program, and the administrative staff of Antioch College.

At different times, twelve persons served on the research study team. The assistance of all of them was essential, and they have our thanks. In particular, Carole Forsythe helped significantly in the design stage of the study.

Martin L. Cohnstaedt
Peter H. Irons

Yellow Springs, Ohio
February, 1966

Contract No. O.E.O.-572

11146

TABLE OF CONTENTS

Section: 1. Introduction 1

2. Planning of Head Start 13

3. The Head Start Program 33

4. Families of Head Start Children 42

5. Agencies Providing Services to Children 67

6. Medical and Dental Services 90

7. Teachers: Head Start and Non-Head Start . . . 103

8. Elementary School Principals 129

9. School Board Members and Superintendents . . . 151

10. The Impact of Head Start on Greene County . . . 171

Appendix: A. Elementary Teachers - Continuation of Analysis

B. Questionnaires

C. Medical and Dental Evaluation
by H. Thomas Blum

D. Minutes of Meeting of the Economic Opportunity
Steering Committee

E. Head Start Program Description from Greene
County Application, April 1965

F. Guide Lines for Head Start Neighborhood
Councils

11147

Section 1: INTRODUCTION

1. The Focus of the Study

During the summer of 1965, an extensive Head Start pre-school program for disadvantaged youngsters was planned and carried out in Greene County, Ohio. Spurred by the passage of the Economic Opportunity Act of 1964, the county quickly mobilized after the Head Start program was announced and operated one of the most ambitious programs in Ohio.

The Director of Project Head Start, Dr. Julius B. Richmond, described the national goals of the program in these words:

> "It is apparent that efforts to interrupt the unfortunate effects of poverty on the developing child will require community efforts to supplement the family's resources in caring for the child. Toward this end, Project Head Start offers resources with which communities may develop programs for pre-school children designed to prepare them to meet the challenges of school and to learn to succeed rather than to fail."[1]

Nationally, Head Start enrolled more than half a million pre-school youngsters. Greene County contributed [illegible] out of this total. The Greene County Head Start program offers an opportunity to look at the processes of community organization to meet the challenge of the disadvantaged pre-school child, and to assess the impact of the program on the total structure of a county.

---

[1] Julius B. Richmond, Project Head Start, A Program for Pre-School School Children, OEO, Washington, D. C., 1965, p. 11.

In this study, we began with an assumption that an evaluative study of one county could provide insights into the general processes of community organization applicable to social service, education, and anti-poverty programs other than Head Start alone. Our research goal was to define the areas of consensus and dissensus, to assess the resources made available to the program, and to study the ways in which individuals, organizations and agencies became active in the planning and execution of the program. Special emphasis was placed in this study on new patterns of orientation, structure and function among the total social service sector of the county, and on identifying the prospects for new components of the War on Poverty in Greene County.

The evaluation originally proposed for the seven-week Head Start program included several before-and-after assessments of the children, in and out of the program. Since the funding of this research project was delayed until only two weeks remained in the operation of the program, it was necessary to restrict the focus of the study to the impact on the county.

Therefore, it should be emphasized that this is not a study of the children in the Head Start program. It is, rather, a comprehensive attempt to assess the impact of the Head Start program on the total county. Basically, we have three interrelated foci of study:

1. The family: What impact did the Head Start program have on the levels of knowledge of available social services in the county? To what extent have the families become more aware of community needs and the possibility of effecting change in the problem-areas of greatest salience to the disadvantaged family? To what extent did the Head Start program involve them in the community? To what extent were they involved in the Head Start program? What evaluations did the families make of their child's experience in Head Start?

2. The school systems: What impact did the Head Start program have on the levels of knowledge of the needs of disadvantaged children among teachers and school administrators? What impact, if any, has the program had on teaching methods and curriculum content? What aspects of the Head Start program are most likely to be incorporated into the regular school curriculum? In what ways do those school personnel who participated in the program differ from those who did not participate? What evaluations of the program were made by school personnel?

3. The social service agencies: What impact did Head Start have on the programs and orientations of the public and private social service agencies in the county? To what extent did agencies participate in the planning and operation of the program? To what extent do the agencies have new perspectives on the needs and problems of greatest salience to the disadvantaged? What evaluations did the various agencies make of the program? What charac-

11150

teristics differentiated those agencies with various levels of participation and sanction of the program?

In a sense, we have a broader methodological and theoretical framework underlying the study. We have assumed, as a hypothesis, that Greene County is a social system in which its residents recognize a degree of "county-orientation." We have attempted to test this hypotheses by investigating the degree to which county residents identify with the county and differentiate it in terms of uniqueness from the surrounding counties. A secondary hypotheses is that, if Greene County residents identify and articulate factors differentiating the county in terms of several "action-potential" indices from other fairly similar counties, this analysis can lead to insights in the possible methods of community organization in general. ✓

Not every geographic or political unit, of course, is an integrated social system. If the goal of federally financed programs (e.g., the Economic Opportunity Act of 1964, and the Elementary and Secondary Education Act of 1965) is to enlist the participation of those served by the programs into the processes of community planning, what are the essential preconditions of the spatial and action-potential limits making feasible such programs? In other words, to what extent must participants share knowledge of persons, organizations, programs and goals before a program loses the shared-goal enthusiasm necessary for effective implementation?

11151

We ask this question in the context of a Head Start evaluation study because it bears directly on the problem of not only involving the indigenous community in the planning and operation of such programs (as Head Start) but of developing new and continuing community leadership from this group, which does not share the background of social experience common to those who have become able to manipulate the "levers" of decision-making.

2. Methodology

The broad questions investigated by the study are enumerated above. In addition, the specific questions investigated in each phase of the study are listed at the beginning of each section of the report, as well as a concise description of the methodology employed. In this introduction, we will describe our sources of data and methodology for the study as a whole.

2. a. Sources of Information of the Research Study Team

1. Observation-participation was begun with the first phases of the planning for the program. Planning meetings were attended and contact was maintained with those involved in planning.
2. Throughout the seven-week program, contact was maintained with
   - a. the administrative staff of the program
   - b. the center coordinators, who were college students
   - c. parents, through attendence at parent meetings
   - d. the public health intern, who prepared a comprehensive report of the medical part of the program.
3. One-day observations were made of 12 of the 14 centers in the county during the last two weeks of the program.
4. Members of the study team attended the full-day county evaluation held on the last day of the project.

11152

5. Three group meetings were held with the coordinators after the conclusion of the program.
6. Members of the study team attended meetings held throughout the county to plan follow-up programs.
7. An attempt was made to maintain as completely as possible files of all available written material from and concerning the Greene County Head Start program. These included records and forms used in the program, memoranda and other staff reports, and newspaper clippings relating to the project.
8. A complete organizational census of the county was compiled, listing as far as possible every social service agency, or volunteer group in the county and its staff and officers.

In addition to the sources listed above, interviews were held with more than 150 persons in the county. Copies of the interview schedules used can be found in Section B of the Appendix. Briefly, those interviewed included:

1. A total of 99 interviews were held with 49 teachers, including 24 of the 29 who taught in the Greene County Head Start program and 25 non-Head Start elementary teachers in the county, and with 14 elementary school principals.
2. More than 30 staff members and directors of social service agencies in the county were interviewed.
3. Interviews were held with the superintendent of every school district in the county.
4. Interviews were held with at least one member of the school board in each district in the county.
5. Group discussion interviews were held with 42 of the mothers of Head Start children, and approximately 50 other Head Start mothers were interviewed informally by members of the study team.

With the exception of the teachers and principals, each interview was tape recorded. Interviews generally lasted about 45 minutes, and many of the interviews were transcribed in whole or part. As the report makes obvious, the methodology balanced analysis of quantitative and qualitative data. We wished to obtain not only data lending itself to quantitative analysis, but

11153

also the unstructured perceptions and evaluations of those interviewed. In terms of our basic model, we are aware that we have utilized different approaches to the measurement of the factors under investigation. Clear and objective thinking and analysis is the only guarantee in a study of this scope that the essential has been uncovered and the non-essential discounted. We agree in this study with Michael P. Brooks when he says:

> "The researcher...should be able to identify and clarify the values which underlie the suggestions of the decision-makers; to distinguish between fact and assumption; to puncture the myths which inevitably come into play in the ideologically-charged environment of an anti-poverty program; and to identify interrelationships...., which might not otherwise occur to the action personnel."[2]

3. Characteristics of Greene County

With a population of 112,000, Greene County combines the traditional rural Midwest with the outlying suburbs of rapidly growing metropolitan Dayton. Although it is only the 17th largest county in the state in terms of population, Greene County has the highest median income and education levels in the state and the largest number of colleges and universities of any Ohio county.

Located in the hub of Southwestern Ohio's projected population growth, Greene County experienced a population growth of 60.7% from 1950 to 1960. During this period, its urban population increased by 92.5% with 67% of the total county population now

---

2. Michael P. Brooks, "The Community Action Program as a Setting for Applied Research," The Journal of Social Issues, January, 1965, p. 33.

11154

urban, although four-fifths of its 416 square miles are farm-land. The two largest cities in the county, Xenia (the county seat) and Fairborn, each have populations of approximately 30,000. It is estimated that Greene County's population will increase an additional 57% more by 1975.

The county is both rural and urban, with large agricultural areas to the east and north, and rapidly growing residential areas in the center and to the west of the county. Adjacent on the west is industrialized Montgomery County, containing the city of Dayton. Wright-Patterson Air Force Base, one of the country's largest SAC installations, is in the county. Greene County is experiencing the stability of a steady, minimum population in farm areas and instability from extensive in-migration with changing patterns of leadership and problems related to rapid residential development.

The residents of Greene County are predominantly young. One out of every four was under ten year of age in 1960. The population under ten years increased 87.4% from 1950 to 1960. Median age in the county is 24.8 years, and only 5.5% of the population was 65 years and over in 1960. The families are larger than average - 3.6 persons per family.

In the field of education, Greene County contains many contrasts. There are six colleges and universities in the county. Governor Rhodes has said that a higher percentage of Greene County's population is students than in any similar area in the world.

The county ranks first among the 88 in the state in years of

11155

education completed; 12.1 years. At the same time, 30% of the males 25 years or over have 8 years or less of education.

Median family income in Greene Counth is $6,520, eighth highest among all Ohio counties. Twenty-three percent of Greene County families earn $10,000 or more per year. In contrast, 11.4% of the population has an income of $3,000 or less per year, and 1,786 families earn less than $2,000 per year.

4. Characteristics of the Head Start Families

One point which must be stressed in discussing the characteristics of the Head Start families is that the accuracy of the data suffers from the duplication of forms, the ambiguity of the questions asked the families, the poor quality of record-taking and keeping, and the lack of training given those who administered the forms. With these cautions, the following general characteristics can be seen:

1. Racially, 15.1 percent of the 424 Head Start children in Greene County were Negro. This is almost identical with the distribution of Negroes in the total county population.

2. The following table shows the income distribution of the 334 family units with children enrolled in the Head Start program. It should be kept in mind that income requirements for the program were geared to family size, and that almost half of the families had five or more children.

Table 1-1: **Income Distribution**

Category	Number	Percent
$0 - 2999	69	20.6%
$3000 - 5999	184	55.2
$6000 and over	46	13.7
No response	35	10.5
Totals:	334	100.0

3. The mean years of education of the parents of Head Start children was 10.2, and more than two-thirds (69.1 percent) had not graduated from high school. In fact, almost half (45.1 percent) had not gone past the 8th grade.

4. The head of the household in 77.8 percent of the families was the father. The average number of children per family was 3.2, and 45.9 percent of the families had five or more children.

5. The Structure of the Head Start Program

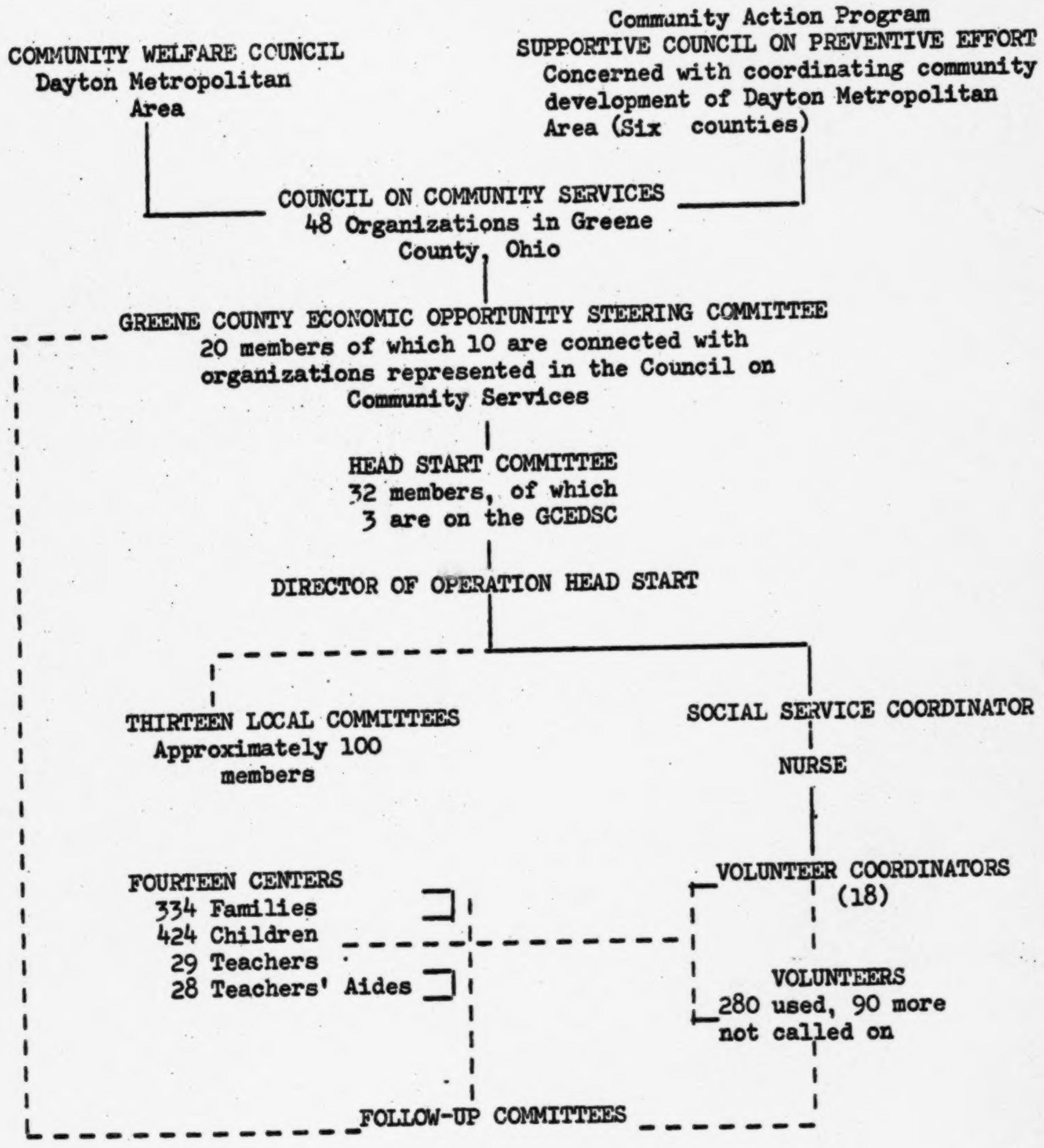
The report will discuss in detail the functions and evaluations of the Head Start staff members, but we will briefly outline them at this point.

The Greene County Council on Community Services was the funding body for the Head Start program, designated as such by the county commissioners. The Council is a member of both the Community Welfare Council of the Dayton Metropolitan Area and of the Supportive Council on Preventive Effort (SCOPE), the six-county Community Action Program "umbrella" agency. One of the component bodies of the Greene County Council is the Economic Opportunity Steering Committee, which was organized just before the Head Start program was planned. When planning of the program began, a Head Start committee with a country-wide membership of 32 persons was established. This committee drafted the grant application for the program.

A community consultant from the Community Welfare Council, Mr. Joel Davis, was primarily responsible for organizing 13 local Head Start committees in Greene County, with a total membership of about 100 persons. The formal staff of the program consisted of a a director, Mr. Vaughn Lewis, a social service coordinator, Mr. Harold Hanlin, and a nurse, Mrs. Robert Irvin. In addition, there were 29 teachers in a total of 14 Head Start centers in the county. Eighteen volunteer coordinators who were college students, and 28 mothers who served as teachers' aides also were on the staff.

11158

6. ORGANIZATION OF OPERATION HEAD START GREENE COUNTY, OHIO



COMMUNITY WELFARE COUNCIL
Dayton Metropolitan
Area

Community Action Program
SUPPORTIVE COUNCIL ON PREVENTIVE EFFORT
Concerned with coordinating community
development of Dayton Metropolitan
Area (Six counties)

COUNCIL ON COMMUNITY SERVICES
48 Organizations in Greene
County, Ohio

GREENE COUNTY ECONOMIC OPPORTUNITY STEERING COMMITTEE
20 members of which 10 are connected with
organizations represented in the Council on
Community Services

HEAD START COMMITTEE
32 members, of which
3 are on the GCEDSC

DIRECTOR OF OPERATION HEAD START

THIRTEEN LOCAL COMMITTEES
Approximately 100
members

SOCIAL SERVICE COORDINATOR

NURSE

FOURTEEN CENTERS
334 Families
424 Children
29 Teachers
28 Teachers' Aides

VOLUNTEER COORDINATORS
(18)

VOLUNTEERS
280 used, 90 more
not called on

FOLLOW-UP COMMITTEES

Section 2: THE PLANNING OF HEAD START

1. Introduction

The passage of the Economic Opportunity Act in 1964 provided thousands of communities across the country an opportunity to plan and implement programs designed to break the links of the chain binding one-fifth of our population to the culture of poverty in America. The firm commitment of the Federal government to the war on poverty gave not only needed financial aid to these communities, but more important, it offered them "levers" with which to move community initiative from the planning to the program stage.

The emphasis in the Economic Opportunity Act on local community planning does more than continue the earlier beginning in Federal legislation encouraging local participation in planning. The War on Poverty is designed by statute to require and enable local initiative in the identification of problems, definitions of necessary programs and assurance of actual wide-spread participation in the operation of these programs. Under the EOA, funding of local programs depends upon imaginative conformance to the regulations and guidelines set forth by the Act. Communities displaying commitment and dedication to the purpose of the Act have found a wide latitude allowed them in the implementation of the programs they propose. At the same time, the staff of the Office of Economic Opportunity employs rigid standards in its screening and approval of projects to insure compliance with the

11160

principels of the Act, taking into account the specifics of the local situation. The experience of local communities has not always been uniform in adherence to these standards, however, which remains a continuing problem.

Greene County needed no prodding to begin planning a county-wide program aimed at the first link on the poverty chain: the lack of social experience and exposure to life-experiences common in the larger American culture that handicaps the child from a disadvantaged family background and often plants the seeds of failure in education for such children.

In this section of the report, we are concerned with the mobilization of community resources which initiated the Greene County Head Start program. Specifically, we have investigated the following questions in this section of the report.

1. From what sectors of the county population did the initial leadership arise when the possibility of a Head Start program arose? What kinds of people accepted the challenge to plan and carry out the Head Start program?

2. What organizational channels existed, and what organizational structures emerged, preceding and during the planning of the Head Start programs?

3. In what ways were new leadership elements from among the disadvantaged themselves recruited into the planning and operation of the program (as mandated by the requirement for the "maximum feasible participation" of those to be served by anti-poverty programs under the Economic Opportunity Act of 1964)?

11161

4. To what extent were agencies and individuals from all areas of the county included in the planning of the Head Start program?

5. To what extent, if any, did instances or patterns of conflict, either in terms of goal-orientation or specific program components, arise during the planning of the program? How were these conflicts resolved?

The concluding section (Section 10) of the main body of the report deals with the impact of the Head Start program on Greene County, and parts of that section contain further discussion of some of the fore-questions. That section, as well as this one, should be consulted in terms of a full understanding of the agencies and the planning of Head Start.

2. Methodology

This section of the report relies for its data on the observations of those who participated in the planning of Head Start, as well as the Head Start Program Description in the county's proposals to the Office of Economic Opportunity, which formalized the goals and program components of Head Start. Extensive interviews were held with those persons most closely connected with the planning process, both on the staff of Head Start and among the agencies and organizations which participated in the planning. In addition, Head Start staff members who did not participate in the planning process were also interviewed. These interviews were tape-recorded and were transcribed. The reliance on quotations in this section should not obscure the fact that one of the co-authors was present at most of the Head Start planning

4. To what extent were agencies and individuals from all areas of the county included in the planning of the Head Start program?

5. To what extent, if any, did instances or patterns of conflict, either in terms of goal-orientation or specific program components, arise during the planning of the program? How were these conflicts resolved?

The concluding section (Section 10) of the main body of the report deals with the impact of the Head Start program on Greene County, and parts of that section contain further discussion of some of the forequestions. That section, as well as this one, should be consulted in terms of a full understanding of the agencies and the planning of Head Start.

2. Methodology

This section of the report relies for its data on the observations of those who participated in the planning of Head Start, as well as the Head Start Program Description in the county's proposals to the Office of Economic Opportunity, which formalized the goals and program components of Head Start. Extensive interviews were held with those persons most closely connected with the planning process, both on the staff of Head Start and among the agencies and organizations which participated in the planning. In addition, Head Start staff members who did not participate in the planning process were also interviewed. These interviews were tape-recorded and were transcribed. The reliance on quotations in this section should not obscure the fact that one of the co-authors was present at most of the Head Start planning

11162

sessions; the interviews were analyzed in light of the fact that independent observation also took place.

3. The Greene County Council on Community Services

Greene County has such usual social service agencies as a Health Department, a Welfare Department, a Child Welfare Board, A .ed Cross , two YMCAs, a number of school systems, etc. But it also has what many counties lack; an "umbrella" social service organization which includes in its membership representation from all the major social service agencies in the county, both public and private.

The Greene County Council on Community Services has a participating membership of almost 50 local and county-wide agencies and organizations. (See Appendix E, part Q: List of Affiliated Member Organizations). The business of the Council is not conducted with regard to precedural niceties; it operates with a synthesis of person-oriented practices and skills and the bureaucratic procedures of formal organizations which reflect its dual public and private nature. The original impetus for its formation five or six years ago came from such individuals, among others as E. W. Kavanagh, the county superintendent of schools, Vaughn Lewis, a former county superintendent of schools who became the director of the Head Start program in Greene County, and Norman Huston, the County welfare director.

However, a number of those most instrumental in forming the Council were not directors or staff members of public social service agencies. Many were merely "concerned" citizens, some of them volunteer workers in private organizations. At present, the chairman of the Council is Mrs. Morris Keaton, wife of the Dean of Faculty at Antioch College in Yellow Springs. She has for about a decade been active in many private social service organizations, such as the Greene County Mental Health Association, but her activity has been solely on a voluntary basis.

The Council holds monthly meetings, attended by representatives of most of the agencies and organizations which participate in it. Membership is loosely defined, and many of those who participate are not aware of any formal criteria for membership. By and large, any private or public social service agency is eligible for membership, and can send any representative (or more than one) it desires to the meetings.

For several years, in the Spring, the Mental Health Association of the county has held a county-wide workshop on some topic of general interest to all the participating agencies. It was through the workshop held in February of 1965 that the Head Start program gained its impetus. Mrs. Keeton, in her interview, outlined the way in which, through the Mental Health Association, the Council became interested in and decided to sponsor the Head Start program. Her description of the initial introduction of the idea, which quickly shifted from the Mental Health Association to the Council, was as follows:

> "When the new Board of Directors of the County Mental Health Association met in May of 1964, we talked about what the emphasis should be for the annual workshop for mental health for the coming year."

11164

The two previous workshops held by the Association had stressed in-service training programs for public health nurses and social service case workers in the county. In 1963, the focus was on "intake and interviewing procedures" and in 1964 on "how does a case conference work?" Mrs. Keeton, who attended these workshops, said that:

> "As we listened to these staff people talk it was increasingly clear that what we needed to work on was an attitude toward rehabilitation of human beings with limitations in our community; particularly low-income families, but really on a broader base. At the same time the Association had had a school drop-out committee going (and) in those meetings Harold Hanlin (of the Xenia school system guidance staff; he also served as social service coordinator for the Head Start program) was more articulate than anybody when we talked about limitations on school achievement. On his list the particular reasons had to do with economic limitation in the family background."
>
> "With these two experiences in the community it seemed to me that it would be very valuable to hold in the county a workshop to testify to convictions that you could make a change in peoples' lives and that it was the community's responsibility to provide the public support to make this happen. At the planning session of the Mental Health Association we agreed that we would set up a workshop committee. During the next month or two it got the title 'Can We Break the Poverty Barrier.' This had no relation to the OEO program at that time at all."

It is important to note that the Mental Health Federation, at this time, was active in the preparation of a comprehensive mental health study of the county, designed to offer suggestions for expanded facilities and services needed in Greene County.

4. Recruitment of Staff to Aid in Planning

The planners of the annual Mental Health Association workshop

11165

encountered difficulty in finding a chairman for the workshop planning committee. During this time, the three county commissioners had approved Greene County participation in the Supportive Council on Preventive Effort (SCOPE) a six county Community Action Program "umbrella" agency which was primarily organized by the staff of the Community Welfare Council in Dayton. Mrs. Keeton reported that the first meeting of the workshop committee:

> "was like a dud. No one was very excited and we had not all the material we wanted. During this period of the development of the workshop the county commissioners joined SCOPE... It was at this point that it dawned on me that there was a position funded on the Welfare Council for staff and that we couldn't keep going at this rate without Welfare Council staff."

> "I talked to Mr. Kavanagh (the county school superintendent) about this idea of staff and then tried it on the Welfare Council."

The community consultant assigned by the Community Welfare Council in Dayton to work in Green County was Joel Davis, who had been serving on the staff of the Ohio Farm Bureau Federation. Mrs. Keeton said that,"I knew about Joel" before approaching the Community Welfare Staff to ask for staff for Greene County. Mr. Davis reported that:

> "My first assignment was to the Greene County Council on Community Services, to work with them on whatever their program might be."

Although Mr. Davis' assignment did not begin until March 15, 1965, about three weeks after the poverty workshop was held, he attended the workshop as a representative of the Farm Bureau Federation. In view of the foregoing discussion, it seems relevant to discuss the role of the community consultant in Greene County. The definition of this role is important in considering the Head Start program. As Mr. Davis pointed out, his assignment to the Council was "to work with them on whatever their program might be." This lack of expressed guidelines resulted in a flexibility of approach during the planning and organization of the Head Start Program.

In a discussion which illuminates the importance of this flexible role-definition, Roland L. Warren, Professor of Community Theory at Brandeis University, proposed a typology of social service staff members as community change-agents. Warren defined them as the "problem area specialist" as contrasted with the "permissive community organizer." Warren said that the former:

> "may be democratically oriented with respect to group self-determination, but by the very nature of his role he cannot encourage the community to all the possible alternatives for community improvement."[1]

In terms of Warren's typology, the community consultant for Greene County was a "permissive community organizer." The role definition provided Mr. Davis placed few restraints upon his scope of action, and the fact that he was identified with no specific agency but rather the collectivity of agencies in the county aided his relations with the participating agencies on the Council. In discussing the reasons for his success in relating to agency

---

[1] Roland L. Warren, Human Organization, Vol. 15, no.2, summer, 1956, p. 10.

11167

personnel, Mr. Davis said that:

> "I'd lived in Greene County for four years, and I knew a lot of people. My wife had been a public health nurse ever since we'd been in the community and I knew a lot of the people I'm working with now through her. I think because of the good relationship she had with the nurses, they were more willing to work with me perhaps than with someone else, because in many cases I did push them hard. I kept in mind that each of these gals is an individual, and each had to be approached in a different way."

5. The Decision to Undertake the Head Start Program

The Mental Health Association workshop on poverty took place at Central Start University on February 24, 1965. The preceding week, however, the Executive Committee of the Greene County Council on Community Services met with the county commissioners. Mrs. Keeton reported that the Execuative Committee had asked the commissioners:

> "Alright, the county (through its relation to SCOPE) now has the legal structure to participate in OEO, but who is going to do the planning? Would you like the Council to do it?"

The commissioners agreed on February 18 to designate the Council as the funding and planning body for anti-poverty programs, and "we were able to announce at the workshop what the implementation under OEO would be," Mrs. Keeton reported.

On February 24, Mrs. Keeton received a copy of a letter from Sargent Shriver, director of OEO, announcing the availability of funds for the Head Start program. At the same time, other agencies including the Health Department and the Welfare Department also received copies of the letter. The possibility of Head Start was not discussed at the poverty workshop, held the same day the announcement of Head Start was received. But according to Mrs. Keeton:

> "Shortly after this, Mr. Kavanagh, the county superintendent, said to me that the county schools would like to do Head Start. At that point...I thought it was something we should try to do."

At the meeting between Mrs. Keeton and Mr. Kavanagh, it was decided to convene a committee to begin planning for a Head Start program in Greene County.

6. The Economic Opportunity Steering Committee

Shortly before the Head Start program became available to Greene County, the Council on Community Services (on February 18, 1965) voted to establish an Economic Opportunity Steering Committee, to be responsible for planning and implementation of anti-poverty programs. In the Head Start Program Description, the function of the Steering Committee is defined as reponsible for:

> "developing and coordinating a county-wide program to help the children, families and adults in our community --whose existence is curtailed by limited economic opportunity -- break the poverty barrier and move into greater use of their potential as human beings."

The chairmen of the Steering Committer is Dr. Vivian Lewis, a professor at Central State University. The committee, which has since incorporated in order to more effectively administer programs, has a membership of twenty persons, two of whom are from low-income neighborhoods. Dr. Lewis reported that the Steering Committee decided to establish a Head Start committee as a separate body, with a wider representation. She said that:

> "Several of us, Mrs. Keeton and members of the Greene County Council on Community Services, began to make a list of the names of people in Greene County whom we thought could be significant persons to help us with the development of this program. They were school administrators or teachers, people in social effort agencies, concerned organizations, parents and college students and professional people from the colleges and universities. I was appointed

> (by this committee) temporary chairman of Head Start, just until the funds were secured and a person was selected to be the director of Head Start."

The Head Start committee was composed of 32 people. Of this group, eight were from the school systems in the county, four were from the health professions, four were from Central State University, four were from private social service agencies, four represented low-income neighborhoods, and the rest were from various backgrounds. The Head Start committee met initially to begin the planning process, an integral part of which was the drafting of the grant application and Program Description setting forth the goals of the program. Dr. Lewis reported that at the first or second meeting of the Head Start committee:

> "we selected three or four topics that we felt would be the types of topics we could approach in a 100 percent program. One was the plan of the program, another the health and sanitation problems, another financing and budgeting. Then we asked the persons at the meeting who was interested in doing what. Then we asked each group to elect its chairman, and write down the problems they thought we should all discuss. Then at some given time we would call everyone back, and the chairman would submit to the rest of the group what had been considered."

Dr. Lewis reported that the membership of the Head Start committee was drawn up by "myself, Mrs. Keeton and Joel Davis, just sitting around together." Mrs. Keeton, in discussing the selection of people to head various sub-committees, said that people were chosen who were "obvious for" particular tasks. She described the process involved in drawing up the grant application and Program Description as having been "done informally," and added that "I tend to go quickly and informally." This person-

11170

oriented approach is coupled with sensitivity in interpersonal relations and integrity in preserving "process," and with a keen appreciation for the procedures upon which agency administrators depend. Large numbers of motivated and qualified persons in Greene County thus engage in activities which are neither bureaucratized or formless. Dr. Lewis reported that when the various sections and drafts of the grant application were prepared, "Joel Davis served as secretary (of the Head Start Committee) and did all the final writing, and sent it in." A copy of the Program Description contained in the county's proposal to OEO is in the Appendix.

The collaboration of Greene County citizens in planning the Head Start program was mobilized through the Economic Opportunity Steering Committee. However, the community organization process involved was neither ad hoc nor previously structured, but a synthesis of the person-oriented and administrative pattern successfully used in prior county efforts. The concept of "campaign strategy" discussed in Warren's theoretical model of social change on the community level was blended with the "collaborative strategy" throughout the planning process.[2]

7. The Recruitment of Local Head Start Committees

Once the grant application was submitted and the Program

---

[2] Roland L. Warren, "Types of Purposive Social Change At The Community Level," No. 11, Papers in Social Welfare, Brandeis University, Waltham, Massachusetts 02154, 1965, pp. 17 - 30.

Description written, two major planning tasks remained before operation of the program could begin. One was the recruitment of staff; the other was the recruitment of local Head Start committees. Vaughn Lewis, a former superintendent of schools in both the county and the Beavercreek district, had been considered by the planners a natural candidate as director, and when he was approached he agreed to take the position. Harold Hanlin, of the guidance department of the Xenia school system, was hired as social service coordinator, and applications for teaching positions were solicited through the newspapers and school administrators.

Joel Davis was assigned primary responsibility for organizing local Head Start committees in each community in the country. Thirteen local committees with a total membership of about 100, were organized. Mr. Davis reported that:

> "I'd had some contact with Gene Kavanagh when I was organization director of the Farm Bureau here. Because of this, Gene was much more cooperative..."
>
> "Mr. Kavanagh spent one day with me calling on school superintendents of Beavercreek, Sugarcreek, Greenview and Cedarcliff schools (these are the four county districts). In each case, I explained the Head Start program and asked the school official to form a committee. I discussed the form 'Guidelines for Head Start Neighborhood Councils' (a copy will be found in Section F of the Appendix) and helped name possible people to the committees. A date was set for the first committee meeting at this meeting. I asked the superintendent that an election be held at the first meeting to determine the local committee chairman.
>
> "After discussion with Dr. Vivian Lewis and Ruth Keeton, the following basic responsibilities were given to these committees:
> 1) Identification and enrollment of Head Start participants.
> 2) Serve as a source of volunteers throughout the Head Start Program.
> 3) Provide $50.00 to buy a food container."

11172

The relationship with the public health nurses Mr. Davis had through his wife was also an important factor in facilitating recruitment both of children and members of local committees. In several cases, public health nurses served as members of the local committees. In the case of the two city school districts, Xenia and Fairborn, Mr. Davis worked with the superintendents of these systems. He reported that the superintendent in Xenia, in the initial planning stages,

> "thought we would only be able to involve 30 children in the Xenia area, but gave permission to use more facilities if other children were identified and enrolled."

In the other city, Fairborn, Mr. Davis reported that it had

> "the most active committee in the county. County plans were for only two units to be set up in Fairborn. This was decided on the recommendation of (the city school superintendent). The committee would not accept this and went on to identify over 150 children. They then worked with me to prepare an amendment to the county application calling for 8 more units.... "

The Head Start committee in the village of Yellow Springs was quite autonomous during the program and handled all recruitment and other planning duties with little assistance from the Head Start staff.

8. Problems in Planning

In general, few problems or conflicts were reported by those responsible for the planning of the Head Start program in Greene County. The "crash-program" nature of the task contributed its share of administrative difficulties, such as the coordination of food services and transportation, the most general and difficult problem faced by the program. But none of those interviewed mentioned any major conflicts or problems arising during the planning or program phase of the Head Start program. In a report discussing each of the local committees, Joel Davis discussed the problems faced by these committees, but in general the problems were minor and represented personality conflicts which did not disrupt the program.

In his discussion of the problems of local committees, Mr. Davis cited illustrations such as these:

> "This was the most troublesome and difficult committee to deal with throughout the entire planning phase. (The school superintendent, no longer in that district) was most reluctant to accept Head Start in the school system or call a planning committee together. Pressure from Gene Kavanagh helped us gain an intrance into this community..."

> "Many committee members were negative and did not change their attitude during the planning. The committee had a tendency to over-organize. They were known by those of us working on the conty level as Chairmansville."

Mr. Davis described another poorly-functioning local committee as suffering because "too many school people were involved who were not available during the summer." In another community, Mr. Davis reported, a local school principal "refused to see me the first three times I contacted him about the program." Mr. Davis' general comment about the planning process was that it:

> "would have been much easier if we had been able to have had adequate representation from each school district on the county-wide Head Start Planning Committee. These people, knowing their communities, could have organized the local units."

However, only four of the seven school districts in the county had representation on the Head Start committee. Two of the rural districts and the village of Yellow Springs had no representatives from the school systems. In one of these districts, organization was extremely difficult throughout the program.

Dr. Vivian Lewis, chairman of the Economic Opportunity Steering Committee, felt that aside from minor administrative problems, only one factor complicated the planning process. She said that:

> "The biggest problem then and now is to get the persons who are in the lower income brackets to participate. They're still a little reluctant. What it is we don't know. Some of it is transportation problems; the areas are so spread out. But we do have people from all the areas on the committee."

9. Goals of the Head Start Program

The Head Start committee produced a Program Description, listing in detail all the goals of the program. A copy of this will be found in Section E of the Appendix, and should be consulted. The goals will not be listed here, except to mention that there were three broad areas of goal-definition: 1) for the child, 2) for the family, and 3) for the community. The implementation of the goals is discussed in the conclusion to the main body of the report, Section 10. At this point, we will merely note that the goals as planned by the Head Start committee and as implemented in the program did not coincide in every case.

10. Summary

This extensive description of the planning phase of the Head Start program has attempted to outline in detail the processes that occurred within Greene County during the planning of a major program of social intervention. In this summary, we will discuss

11175

the questions posed at the beginning of this section, noting that it should be read in conjunction with both the conclusion, Section 10, and the Program Description of the county's proposal to OEO Appendix E.

1. The initial leadership for the Head Start program arose from a group of people whose association in the Greene County Council on Community Services, and its participating agencies, had been expressed for several years in attempts to broaden the social services available to the disadvantaged in Greene County. This is basically a small group of people with few formal connections in the "power structure," in its traditional sense of financial or political leadership. As the director of the Head Start program put it,

> "There are 25 or 30 people in the county who have concerns about whether there are any funds available to improve our programs; if it's education, or if it's poverty or the library or whatever happens to be the phase of it, why, we're going to go out and try to get that for you."

The Head Start director pointed out, however, that the "25 or 30" people with concerns do not fit any pattern in terms of background. He expressed the opinion that:

> "I don't think you can pin the label of 'social concern' on any particular group in the county. It may be that there are those who, because of their travels or experiences are more conscious of what's going on in Washington or New York or Chicago and consequently can bring with their experiences a wealth of ideas as as to how to implement this. But as far as the concerns themselves that are involved, it's a surprising rainbow or spectrum of people that are involved in the total picture."

Another comment by the Head Start director relevant to the planning of the program in Greene County is that a balance of the newer county residents and "old Greene Countians" is necessary in planning and implementing a new program. He said that those whose decisions are important:

> "will accept outsiders' points of view very well, but in terms of an organization, they still come back to the guy who has some kind of an affiliation with the Greene County image."

This comment is important, because the Head Start director does have a "Greene County image," while many of those active in the planning were young people with relatively short tenure in the county.

2. The organizational channel of the Greene County Council on Community Services existed, and the relationship of those who were initially enthusiastic to the idea of Head Start to the Council was a major factor in the fact that the program was so extensive. All of these persons, such as the commissioners of the health and welfare departments, the county school superintendent, and the president of the Council, had been working together in a cooperative relationship under the "umbrella" of the Council for several years. This undoubtedly facilitated the communication necessary for the implementation of a program like Head Start on short notice. In addition, the loose, informal structure of the Council reduced fears among most of the planners about "encroachment" on agency prerogatives. It should be considered, however, that several of the agency staff members in the county felt "left out" in the planning because their relationship with the Council was not well established. For instance, the regional director of one

11177

social service agency, whose office is in Dayton rather than Greene County, said that:

> "we would like to be included in the planning stages of programs instead of being involved when the programs are all set up."

As this section emphasized, the selection of a staff member responsible for securing the cooperation of local residents on Head Start planning committees was made in terms of a "permissive community organizer" rather than a "problem area specialist" with particular agencies or tasks to protect or push. This made a difference in planning, as did the fact that the community consultant had a wide background of knowledge and acquaintance in the county.

3. New leadership elements were recruited into the Head Start program. A few of these people were actually from the socially and economically disadvantaged groups. For the most part, however, they were previously inactive and inarticulate persons who were recruited by such people as the public health nurses and volunteers. The county school superintendent felt that a "new element of leadership" had been uncovered in the county, which was taking an interest in education. The community consultant felt that "these people came as a result of organizing the local communities." Their involvement through the public health nurses probably represents the kind of indigenous leadership recruitment that should be a model for future pre-school programs. However, problems of transportation were frequently mentioned as a barrier to the participation of the disadvantaged.

11178

5. Although all the major social service agencies in the county were represented on the planning committees, there were gaps in representation. This was especially true in terms of the county school districts, and the lack of committee membership on the part of so many of the school systems, probably explains in part the difficulty or organizing in these areas.

6. Few instances of conflict over goal-orientation or program content were evident. In part, this is due to the close cooperation of the planners on the Council, and in part to the loose structure of the planning committee, which allowed its members to be self-selected and self-directed. Those problems which did arise, mostly in the local communities, were either minor administrative problems such as transportation and food distribution, or personality conflicts, none of which impaired the basic operation of the program.

11179

Section 3: THE HEAD START PROGRAM

This section of the report, in which the Head Start program in Greene County is described, consists of the report submitted in September, 1965, by Vaughn Lewis, the director of the program. In his report, Mr. Lewis not only outlines the daily program and curriculum, but also discusses the background of the program, selection of personnel, the local Head Start committees and the staff training program. His report concludes with suggestions for future program improvements. We have included this report rather than prepare a separate report in view of the fact that it adequately describes the components of the program and discusses, from the point of view of the Head Start director, points covered in other sections of the full report.

A REPORT ON OPERATION HEAD START
GREENE COUNTY, OHIO - 1965
BY VAUGHN LEWIS, DIRECTOR

1. Introduction

With the passage of the Economic Opportunity Act in August, 1964, many communities throughout the U.S. took the occasion to look at themselves and see if there were any areas of disadvantaged people that could be helped through the application of the provisions of the new law.

Greene County was no exception. With the assistance of work-study students from local colleges, plus a review of statistics from the 1960 census, the following facts were discovered:

1. Growth -- Greene County led Ohio in precent of growth in 1940-50 and was second in 1950-60.

2. Education -- There are six colleges in Greene County and the adult population has the highest average grade completion (12.1 years) of any county in Ohio. But -- 26% of the wage earners have less than an eighth grade education.

3. Wealth -- Greene County ranks 8th in median income among the 88 counties of the State. But -- 2980 families have less than $3000 annual income, and 950 children are identified with Aid to Dependent Children, general relief, or are wards of the Child Welfare Board.

With these contrasts as a background, the Greene County Council on Community Services worked with the Greene County Commissioners, and the latter authorized G.C.C.C.S. participation in SCOPE, the Dayton Area Community Action Program. A Steering Committee was organized to establish a County program coordinating local, state, and national resources in a program to provide help for any and all disadvantaged children in Greene County.

This committee in turn created a "Head Start Committee" in development of a community action program specifically for Greene County. This group tentatively estimated 315 potential "head starters" -- later increased to 435 -- and on that basis made application in April 1965 for a Head Start program. Approval was finalized late in June.

2. Application

This application set forth the goals and likewise outlined the basic organization of the program. This included the staff members with their job descriptions, as well as many areas suggested for volunteer participation in the program. The committee included suggestions on training and experience for each of the positions listed.

It must be emphasized at this point that many members of the committee were responsible for developing sections of the application in which they had particular interest and experience. Greene County has a rich resource of professional talent. The financial needs of the program were detailed in a budget, included with the application. Although the figures were necessarily estimates, they proved remarkably accurate in the final operational procedures.

3. Personnel

A Director was chosen who had many years of experience as a school administrator in Greene County. A work-study student from Wilberforce

11181

University was named as secretary and office manager.

A personnel review committee was named to assist the Director in selecting suitable people for the program. Applications for teachers and coordinators were solicited through the public news media and these were formalized by regular application forms accompanied by "job descriptions" taken from the project application. The Coordinator of Social Services, teachers, and local coordinators were all chosen by this process.

The Coordinator of Social Services came with a background of eight years in the Xenia City Schools, with a master's degree in guidance.

The selection of teachers was a more complicated process. There were 63 applications; 18 were eliminated by the requirement of a degree from a accredited college. Since this was a type of "pilot program," the committee wanted to experiment with several types of instructors. They named three men, several kindergarten teachers. some teachers with intermediate experience, two teachers of teenage pupils and one college graduate whose only experience had been as a mother of four, plus three years as a social worker. Since "non-discrimination" was spelled out as one area in which compliance was basic, teachers and coordinators were chosen from the Negro and white races.

The original plan was to choose cordinators from local schools, possibly on a work-study program. The number available being limited, others were solicited from a Greene County background, although enrolled in colleges away from home.

A liberal placement of men, as teachers and coordinators, attempted to provide a "male image" for the many youngsters who lacked fathers in their homes -- for a variety of reasons.

4. Local Committees

Through the efforts of Joel Davis, an expeditor from the Community Welfare Council in Dayton, a total of 13 "local committees" were organized, necessarily on a volunteer basis. They were extremely important in locating local resources for each center and in identifying disadvantaged youngsters in the local communities. Lists of possible family situations requiring attention were made available from the County Health Department, Juvenile Court, and the County Welfare Director. Others were located on a door-to-door basis.

11182

Patterns of local committees varied with the problems faced in the community. Some were highly structured; most were quite "flexible" to meet the many unexpected demands that later materialized. They selected a mother of one of the youngsters to be a "teachers' aide" for each class.

5. Training Program

Teachers in the program were offered a week's training program at Ohio State University. Since this was held June 20-26, it meant hurried preparations for many to provide for family obligations, alter vacation plans, and at the same time hopefully start plans for their instructional program. The training program was of necessity rather general, perhaps too general in relation to specific areas like testing and reporting, but it did create an atmosphere of anticipation and enthusiasm that was outstanding. We can truthfully report that the Greene County group (all but one attended) was "tops" in the training session.

On the week-end prior to the beginning of Head Start classes (July 1-2), a second training session was developed for all related personnel that could attend. Over one hundred participated in this conference at Central State University, where we found facilities equally adequate to those we enjoyed in June at Ohio State University. Here the personnel were able to meet, for the first time, the other persons in their centers with whom they would be working during the summer. Here the planning took on more detailed dimensions, but there was still lacking enough detailed information about the local resorces available to enable the staff to finalize preparations.

In the meantime, a committee from the staff and the steering committee made additional preparations. A group of six visited the Cincinnati pre-school education "pilot program" and got much literature and practical advice from Mrs. Pope (a Central State graduate) and her staff. Other local persons with experience in nursery and kindergarten work suggested lists of basic supplies and made available a library of books related to this level of teaching. A committee went to the Fels Research Institute at Yellow Springs and planned a testing program, not aware that such a program had been incorported in the National Head Start plans.

Another committee met and carefully planned for the food service program, even including details about dishwashing, surplus foods and milk applications. The Health Department was busy from the beginning, getting record materials ready so that an adequate pattern of reporting could be developed concerning health activities. Transportation

11183

remained a concern of the county steering committee, although the routes were necessarily related to each center.

6. The Program

Head Start classes started on July 6. Some units were overrun with volunteers and extra youngsters; others were short of both. By the end of the week, there were 418 of the anticipated 435 youngsters enrolled. The total names registered were 424, but 418 remained the basic figure at the end of the program. There were 14 centers with 29 teachers' aides, and 18 local coordinators. Over 150 other people volunteered to help in one way or another during the program.

Each day started with the transportation problem. We used seven buses; some rented, some volunteered. Eight "rent-a-car" vehicles were driven by local coordinators, and four of the coordinators picked up students regularly in their own cars. Since many youngsters will ride buses to school later, this was first "head start" in their education.

When they arrived at school, they found the facilities as varied as the number of units. One group met in a regular nursery school with excellent equipment and supplies. Several were in regular kindergarten or primary rooms with all the materials for standard school activities available. Some were in rooms with just four walls -- until the teachers and the local committies provided some atmosphere by their inventiveness or the voluntary contributions from the local people.

A typical day followed a sort of pattern, with variations dependent on special planning, and could be outlined as follows:

9 AM.	Children arrive, have health inspection and choose some play activity
9:35	Snack time and toilet (usually in reverse order)
9:55	Singing time
10:10	Teacher-planned language activities
10:40	Outdoor play
11:05	Clean-up and toilet time

11184

11:15	Teacher-planned activities -- art, construction, exploration of materials with orderly movement from one activity to the other
11:50	Clean up time
12:00	Lunch
12-30	Rest, singing time, story time
12:50	Group discussion - "What we learned today"
1:00	Dismissed

Although we list these by "minutes," anyone who has worked with preschoolers will relize this is only a "skeleton plan". There can be no regular periods, but there can be a smooth transition from one thing to the other -- if the teacher and her helpers are alert. But a typical day never happened! There was always something different, something new, something unexpected -- that was the typical Head Start experience.

So we run down these extras -- what happened to upset the routine?

The Health Department did its share of extras -- one day we went to the doctor for a medical checkup. Another day we visited the dentist and watched him put cake coloring in a beverage, to show the youngsters where foreign particles collect in the mouth, and how to brush the teeth to remove them. While there he checked on the teeth and found over one-half of the youngsters with dental deficiences. And then we had "shots" for small pox, measles, polio, diptheria, tetanus, etc. We didn't get the vision screens in time, so that testing had to be postoned, but we did get toothpaste and tooth brushes for each child; and maybe you don't think that was an important part of each day's routine!

The Mobile Hearing and Speech Unit came to each center and tested those areas for each youngster. These records were made a part of the health report. This was a free service from the Dayton Hearing and Speech Center for which we needed only to provide a driver; one of our coordinators. He incidentally also learned how to operate the testing facility.

11155

Field Trips made an interesting interruption to the program also. One day it was a walk -- to the park, the grocery, the post office. the fire department, the library -- or some other local place of interest to the pre-schoolers. Another day it was a trip -- to a zoo, an airport, a railroad, a hospital, a farm, a bird sanctuary -- and how the questions bubbled!

And we had visitors! The blind man who performed magic tricks. The policeman in the fine uniform with the shining badge who was so friendly and helpful. The mailman who delivered the letters we mailed in the Post Office. The mother who hated to let her Johnny or Mary leave her apron strings. The visitors who danced with us or sang folk songs and acted them out.

And then there was testing! Fels Research had suggested the Peabody tests -- they were given the second and the last week to all students. National Head Start added another test for every third student -- this was the "preschool inventory" test. Between them they took up much of the time that might have been "free" for the teachers.

We did learn from these test that the youngsters' readiness factor improved. The statistics are not complete, but several classes indicated an average improvement of 8 to 15 points between the first and second exposure to comparable testing instruments.

The most delightful interruption was the food service program. There was a snack each morning -- milk or juice with a cracker or cookie -- and at noon, a lunch. No better evidence of the quality of food and the pupils's enjoyment of it is needed than the clean plates at the end of the meal. There were new foods -- and old foods served in a new way. Emphasis was maintained throughout on a balanced meal. Lunches were hauled from central kitchens in Xenia and Fairborn by the coordinators, and the dirty dishes and trays were returned the same way immediately after eating. Sealed food containers were purchased by the local committees to make this transportation possible. And of course we had parties -- for birthdays, or just to have a party. It was a "first" for many youngsters, and for a few teachers' aides.

One phase of the program was the Family life Study. Several of the records dealt with home problems. Many of these problems came from home difficulties. One of our goals for the Head Start Program was to involve some of the parents of Head Start youngsters in the planing of community activities.

We had programs in the evenings, in the afternoons, on Sundays, or anytime that the parents could get together. We had films, speakers, discussion groups and picnics. We had "open house" at the centers. The parents reacted well, they participated, they seemed to appreciate being noticed, and particularly having their youngsters noticed.

The parents plan to work with the Home Extension Service and continue meeting together. Some will now participate in already extablished community groups; other will organize to meet their particular needs -- talking about sewing, cooking, home furnishings, home budgets, nuturition -- or just talking. The success of this phase may depend heavily on the people in the community that had existing organizations. A conscious effort may be necessary to involve and create an atmosphere of acceptance for the newcomers! We emphasize the need for balance. The disadvantaged tend to be overwhelmed by numbers; we recommend that they be kept as a "majority" group in each social effort.

We completed the program on August 20th with a post-evaluation conference. There had been interim meetings of the local coordinators and of the teachers, either in the centers, or once for the entire group. But this was an opportunity for everyone to meet one final time and talk about what was done, what was not done, and what they thought should have been done. It took an entire day and perhaps some of the suggestions should help to crystallize our thinking about future programs of this nature. Over 125 persons participated in this final venture. It was a revelation to see many of the participants with as much enthusiasm at the end as they had when they started!

And to an old Greene Countian, it was encouraging to see the composite parts of the county move closer together through one of the few truly county-wide experiences that occurs.

7. What Next?

a. There is general agreement that every effort should be made to keep these parents actively interested in "community" -- even if it involves only three or four neighbors.

b. Continuation programs for youngsters take different forms depending on community patterns. We find interest in "day-care" in Fairborn and Xenia, nursery experiences in Yellow Springs, and kindergarten in Cedarville, Greeneview and Bellbrook.

c. Teachers, in most instances, worked for the first time with assistants. By and large, both the teacher and the second of third person found this to be a challenging experience and it made possible improved instructional techniques. (There were those personalities that did not adjust.)

11187

d. The small class - fifteen to a unit - was noted several times as a particularly good idea to relate to regular school programs.

e. Job descriptions, where a variety of circumstances can create wide differences of program, can contribute to a less effective program. Goals should be emphasized much more than procedural details in planning another program.

f. Nearly all the personnel in Head Start 1965 asked to be included in Head Start 1966 if that becomes a reality.

g. County-wide committees, with ideals and imagination, should continue to meet and explore those and other areas where an approach from a county-wide point of view may provide greater resources than with dependence on each local center to meet its own problems.

h. No comment on the program would be complete without reference to the end product — the Child in Head Start. They came with a variety of disadvantages -- social, economic, evironmental, physical, domestic, mental, emotional -- to mention the more common. We found nearly every one responded to treatment, if someone really cared enough to work with the problem. Eight weeks was a short time -- but helped!

The lesson learned from Head Start was not only the deficiences existing in Greene County but the tremendous resources we have with which to overcome our neighborhood problems. If the Greene County Council on Community Services can effectively activate and coordinate the rich deposit of human resources located in Greene County, much along the patterns of Head Start, this can be the final result and finest purpose of a program ostensibly designed for an entirely different purpose.

Vaughn Lewis

Director, Greene County
Head Start Program

11183

Section 4: FAMILIES OF HEAD START CHILDREN

1. Introduction

What set the Head Start program apart from more traditional educational programs was that it considered the child in the total context of his environment. It was an explicit assumption on the part of Head Start planners that children from disadvantaged families often represent a background of several generations of limited opportunities. This assumption led to the conclusion that the involvement of the family in the pre-school educational process was essential. Children who begin school with a limited background of social experience cannot simply be lifted out of the home and given motivation and experience. The family is the personality-forming environment for the child. If a pre-school program is to have any lasting effect, the family must be involved in that process.

The Head Start Program Description submitted by Greene County stated that:

> "Persistent and imaginative attempts will be made to maximize parental and neighborhood involvement. ...Parents will be involved in developing Center plans, recruiting children, selecting children, as room mothers, helping on trips, serving food, observing their child and other children. ...A Family Life Education Program growing out of the interests and needs of families of children participating in the program will be set up. A basic goal will be to increase the parent's interests and confidence in participation in the broader community and to increase their knowledge of available services."

This explicit commitment to the involvement of the parents in the program was seen as part of a larger effort to break the cycle

11189

of poverty. It has been long accepted that the poor, in most cases, experience an attitude of powerlessness. They feel unable to participate in making the decisions that most affect them. They have little knowledge of available community and social service facilities. They feel that decisions are made for them, rather than by them. In an academic sense, the culture of poverty is characterized by anomie and a feeling of exclusion from the broader society.

The mandate placed in the Economic Opportunity Act of 1965 that the poor be given "maximum feasible participation" in programs carried out under the act was acknowledged and acted upon by the planners of the Greene County Head Start program. It is our intention, in this phase of the study, to assess the participation in and attitudes toward the Head Start program by the families of the children who participated. Specifically, we attempted to find answers to the following questions:

1. To what extent were parents involved in the Head Start program, in both the planning and operation? How do they evaluate their involvement in the program?

2. What benefits and drawbacks for their children were seen by the parents of Head Start children?

3. To what extent, if any, were parents aware of and involved in continuation pre-school programs?

4. What were the attitudes of the parents toward the social service agencies in Greene County? Are they more aware of the availability of services? What services not now available would they like to see instituted?

11190

5. Are the Head Start parents more cognizant of the possibility of instituting changes in existing programs, and have they gained new attitudes toward involvement in the community?

6. To what extent was the intent of the originial Head Start proposal carried out on the part of those who operated the program?

These questions are all predicated on the assumption that, in the educational process, the parent is as important as the child, and that the child cannot overcome his disabilities without the active involvement of the parent.

2. Methodology

The 424 Head Start children in Greene County came from 334 family units, since a number of the families had more than one child enrolled in Head Start. The section of the report on the program contains some of the relevant demographic and socio-economic characteristics of the families. It is important to note here that the 424 Head Start children in Greene County are not homogeneous in background. About 15 per cent of the children, many of them from Xenia, were Negro; a substantial number, many of them from the Fairborn area, were from families recently migrant from Kentucky and other Appalachian states; many of the children were from rural areas of the county, either from farming families or families which lived in rural areas but in which the father worked in an urgan area.

Our intent in this phase of the study was to secure information and attitudes from as representative a cross-sample of Head Start families as possible. Accordingly, either in formal or informal

11191

interviews, more than 100 mothers of Head Start children were contacted by the study staff. An initial, exploratory interview was held with several of the mothers who had served as teachers' aides during the Head Start program. This interview was designed to help formulate an interview schedule for use with other mothers. It was decided that the most advantageous method of securing information was to hold group interviews with a number of mothers in each section of the county.

Following the initial group interview, two interview schedules were constructed. One was unstructured and listed a number of questions for discussion at the group interviews. The second was a structured schedule which asked specific questions for coding purposes. A copy of this schedule will be found in the Appendix. A total of 11 group interviews were held in the county. All of the participants were mothers of Head Start children; it was found impractical to interview fathers, and the following data should be interpreted with this in mind. A total of 42 completed structured interviews were secured during the interviews. However, the total number of mothers with whom formal or informal interviews were held was more than twice this number. It should also be kept in mind that those mothers who did not participate in the group interviews for one reason or another are not included in the coded data, since they did not complete interview schedules.

3. Selected Characteristics of the Mothers Interviewed

The interview schedule asked a number of demographic and socio-economic questions of the mothers. Almost half of them, for example,

11192

had five or more children, and one-third had seven or more children. About four out of ten had five or more children still at home. The table below summarizes the data on number of children.

Table [illegible]-2:

	Total number of children (in %)	Number of children at home (in %)
0	-	2.5
1-2	9.5	20.0
3-4	42.9	40.0
5-6	14.3	17.5
7-8	19.0	15.0
9 or more	14.3	7.5

Almost all of the mothers (93 per cent) mentioned that the father was present in the home. This undoubtedly over-represents slightly the number of complete family units among the Head Start families. Of the mothers responding, 27 per cent reported being employed. Half of the mothers reported having lived in their present house between one and five years; 19 per cent reported present home occupancy as less than six months, 12 per cent as between six months and one year, and 19 per cent as more than five years.

A substantial majority of the mothers (62 per cent) reported residence in another state for more than one year. Of these, the largest number reported the longest span of residence in Appalachian states, with Kentucky and Tennessee mentioned most frequently. There were 26 mentions of other states, with 16 states represented; 16 of the 26 mentions were of Appalachian or Southern states.

11193

4. Initial Source of Information About Head Start

As the table below indicates, the initial source of information about the Head Start program varied widely among the mothers. Several mentioned more than one source of information; however, all responses were included in the coding. What is most interesting, in analyzing the data below, is that there are distinct variations in the source of information in different parts of the county. For example, almost half of those in the rural parts of the county indicated that the initial source of information was through the school systems, either through personal contact with a school teacher or through material sent home with the older children. In Xenia, the recruiting efforts of volunteers from the Uptown Xenia Area Council, a Negro organization, was cited by more mothers than any other source. In Fairborn, the public health nurses and a mother active in recruiting were frequently cited. No pattern emerges; a variety of information-agents were utilized in finding parents with eligible children.

Table 4-1:

Initial Source of Information About Head Start

Source		Percentage Citing Source
1. From a friend or neighbor		26%
2. Through the school system		28
3. On radio or TV		8
4. From newspaper		16
5. From a public health nurse		12
6. Other source		10
	Total	100%

11194

Each local Head Start committee handled recruiting in its own way. Some utilized mothers already active, other used the recommendations of public health nurses, and others asked the schools to contact parents. It seems that future pre-school programs could well formulate more coordinated plans to inform eligible parents of the opportunities available for participation.

5. Evaluation of Child's Experience in Head Start

Every responding mother felt that the Head Start experience was beneficial for her child. In fact, every mother reported that if there were a Head Start program next summer and there was a child eligible for the program, the mother would enroll her child.

Below are a representative sample of quotations about the benefits to the child of the Head Start program:

> "My little girl, she asks more questions now. She notices nearly about everything, like the police, the fire department, what's in the stores, and the library; before, she hadn't been to the library. She's interested in what's going on around her."

> "Before, my four-year-old just hung around the house; he wouldn't communicate. Now, you just try to find him, and he's gone. He also teaches the other children things he learned in Head Start; 'it's time to brush your teeth, it's time to wash your hands.' He's working on his Daddy now."

> "For my child, it was real good as far as making a change in him. He used to be spoiled and selfish, but being around a group of kids like those in Head Start made a change for the best. Before, he wanted everything for himself. It really got him out of that."

One benefit particularly stressed was that the child no longer relied on the "soporific" of television, but showed initiative in seeking out and using common articles such as kitchen utensils as toys and objects of interest.

11195

Two general comments predominated in the discussions of benefits for the child. Many mothers felt that the child had gained in self-confidence and assurance, and was more able to relate to other children, especially brothers and sisters. Several cases were cited of shy children who had "come out of their shells." The second general comment was that the children had acquired manners, better habits of health and hygiene, and had become more tractable and less rambunctious. Many of the mothers implied that the program was successful in teaching the child to be quiet and polite. Part of the cause of this, probably, stems from the exposure of the child to an authority figure (adult staff) other than the parent. Few mothers reported any negative reactions to the child's experience in Head Start. Some of them placed much emphasis on discipline, and felt that the Head Start program allowed the children too much freedom of expression, but this was distinctly a minority opinion.

6. Adjustment of the Child to the Regular School Experience

Not all of the Head Start children are now enrolled in the public schools, in either kindergarten or first grade. Of the mothers interviewed, 57 per cent reported that the child is now in school. In fact, this was one of the most widespread complaints among the mothers; that many of the children must wait a year before going to school. These mothers feel that the intervening year dissipates much of the impact of the program on the child. The recurrent transportation problem underlies this; several mothers reported children eligible for kindergarten but without transportation facilities available to get them there.

In general, the mothers felt that the Head Start experience provided great benefit to the child in readying him for the school experience. A few thought that the free atmosphere of the Head Start program created problems for children now in more traditional classroom settings, in which discipline is stressed, but most felt that the period of adjustment would not be long. Many of the mothers felt that the child, who had been in a class of 15 during Head Start, would suffer from the overcrowded kindergarten classes, many of which contain more than 40 children.

Below are several comments by mothers about the regular school experience of her child:

> "My daughter likes school, but the first semester was very hard for her. I think she was used to the idea of having so much freedom and being able to talk when she wanted to in Head Start, to play when she wanted to. (In school, it was hard for her) to be quiet when the teacher told her to. When she went she kept the rest of the kids disturbed."

> "(My five-year-old) went off happily by himself. I didn't even have to go to kindergarten with him the first day; he'd already had the experience of going to school in a situation where they didn't mind Mommy coming in and staying. It made a very easy transition into school... I think in kindergarten after the first day they like to shoo (the parents) out. I think the experience in Head Start this summer of having the mother there when needed was very beneficial and something that wouldn't have happened in kindergarten."

> "(Head Start) helped my little boy. I wouldn't have got him in school, period, if it hadn't been for Head Start. He got to like it, then when school comes he loved it and I didn't have no problem."

> "It's hard for them to accept kindergarten after Head Start, where they had so much freedom. Now there are certain things they have to sit down and do. They can't just get up and get what they want when they want it."

Several of the mothers felt that the adjustment of the child to the regular school program would have been better facilitated

11197

with a longer Head Start program to develop the self-assurance of the child. One mother said that:

> "With just six weeks you don't have much time. First thing you know, the time is all gone. Really, by the time they get acquainted with each other and the teacher real well, until they feel free to talk and say what they want to and do what they want to, then learn that (the teacher) can keep a little discipline in the thing, school's half over."

Another mother said that:

> "My daughter still confuses Head Start with first grade. She thinks that she should have the freedom she had in Head Start, even though she's in the first grade. I think it was rather hard for her when she first started, but now she's got adjusted to it."

The foregoing comments should be considered in perspective; the difficulties in adjustment reported by the mothers were reflections of the first few months of school. Almost all of the mothers felt that the child had been benefitted greatly in terms of long-range preparation and adjustment. What the comments imply is more a reflection on the quality of kindergarten and first-grade schooling; too many children in a classroom, and too little time for the teacher to devote to each child. The consequence is naturally on restricted activity and expressiveness.

A few of the mothers mentioned differences in attitude and approach between the Head Start teachers and the regular school teachers. One said that:

> "We had one teacher in Head Start who had taught in a nursery; to her, you should just let the kids go, do whatever they wanted to do. If they wanted to kick something over, why, you should just let them do it, get it out of their system. I asked her, 'what are these kids supposed to do when they start first grade or kindergarten; they don't allow that here?' The kindergarten teacher we have here, she makes those kids set there, she doesn't

11193

let them talk. She is going to have trouble all year."

Another mother felt that:

> "We have an outstanding kindergarten teacher. But no matter how interested she is, she doesn't have enough time. Head Start teachers could relate to the parents more about how their children are doing than the regular teacher ever could."

This same mother felt that one answer to this problem was to institute the teacher's aide in the regular classroom. Her opinion was that:

> "Well, in school they have one teacher and all these kids, and in Head Start there were fewer and you had two (in the classroom). I think the idea of having a helper in with the teacher, whether it's a mother or people from college, is good. Fairborn is using some.

Of the mothers whose child is now in school, 81 per cent reported that they had met the child's regular school teacher. And of those with a Head Start child now in school, 87 per cent could identify by name the principal of the child's school, and 90 per cent could identify by name the child's teacher. Thus, it seems clear that the mothers interviewed maintained an interest in the child's regular school experience.

Most of those interviewed had a definite interest in maintaining close parent-teacher relationships. One mother said that:

> "It's important for the parents and teachers to get together. If the parents take an interest in school, the children are more interested in it."

And, as a following section will show, 61 per cent of the mothers interviewed reported some contact with the P.T.A. in the school attended by their children. Hardly ever, though, does this contact represent more than one meeting. However, one note of caution should be inserted

11199

at this point. The mothers who attended the group interviews undoubtedly represent a more active and involved group than the mothers of disadvantaged children in general. They have had the Head Start experience, are more aware of possibilities for school involvement, and are less awed by the status of the teacher and other authority figures in the schools. One mother, for example, felt that involvement was not a simple matter to achieve. She said that:

> "They didn't seem to get all the mothers involved (in Head Start), though. If it's a young girl, you know she's not going to pay them much attention. She'll listen to records or something like that instead."

In summarizing this section, it is clear that the positive achievements of the Head Start program, as reported by the mothers, were substantial. At the same time, a few problems were noted that should be kept in mind in designing future pre-school programs. Unless the present teacher-pupil ratios in kindergarten and first grade are altered, the impersonality fostered by the inability of the teacher to give personal attention to each of 40 or more children will make it difficult to sustain the benefits of self-assurance and expressiveness stressed in the Head Start program. In addition, there is a problem in that a large minority of Head Start children must wait at least a year before entering school. Some communities, such as Yellow Springs, are planning programs to involve the Head Start children who did not go to school after the program ended. There was also no clear pattern indicated of parent involvement in the schools after the Head Start program. Most parents reported having discussed the child's progress with the present regular teacher, but no new patterns of

2

11200

involvement beyond that were reported, except in Fairborn, where a few mothers are being utilized as teacher's aides. It seems clear that with the overwhelming endorsement of the concept of parent involvement in the classroom by teachers, parents and principals alike, this program could be instituted by all school districts, with perhaps funds under Title I of the Elementary and Secondary Education Act used to employ mothers.

7. Future Educational Goals Expressed by Parents

One of the questions asked of the mothers interviewed was: "how many grades in school do you think your youngest child is likely to finish?" The mothers were then asked: "If you had your choice, how many grades would you like your youngest child to finish?"

Responses to these questions indicated that most mothers have fairly high expectations and very high aspirations for the future education of their children. Although 69.1 of the parents (both mothers and fathers) of the Head Start children had completed high school, with 33.9 percent of the total not going beyond the eighth grade, the mothers interviewed emphatically expected their youngest child to finish at least high school. Their aspirations were even higher; more than four out of five desired a college education for their Head Start child. The following table illustrates this:

11201

Table 4-3

Educational Expectations and Aspirations for Children of Head Start Mothers

Grade Level	Percent of Head Start Mothers Expecting Youngest Child to Reach Level	Percent of Head Start Mothers Desiring Youngest Child to Reach Level
Less than 6	0	0
6 to 8	2	0
9 to 11	5	0
graduate from high school	59	17
attend college	34	83
Total	100	100

It is impossible to say, of course, whether the high levels of educational expectation and aspiration are a result of the Head Start expecience, or whether they differ from parents of children who did not attend Head Start, but they do indicate that Head Start mothers have relatively high educational goals for their children.

8. Extent of Contact with Social Agencies

The mothers interviewed were questioned as to their knowledge of and contact with community agencies and organizations providing social services. Given a list of twelve agencies, the mothers were asked to check for each whether they had never heard of it, had heard of it but had had no personal contact with it, or had experienced personal contact with the agency through membership, participation in activities or contact with a staff member. In the table below, the agencies are listed in order of frequency of contact, the agency with the most contact reported by mothers listed first:

11202

Table 4-4:

Frequency of Contact with Greene County Agencies

Agency	Percent Reporting "Never Heard of it Before"	Percent Rep. "Heard of it, but no cont."	o/o Rep. "Have Had Some Cont.
1. Parent-Teacher Association	5	34	61
2. Health Department	13	34	53
3. Scout groups	13	43	45
4. Child Welfare Board	13	50	38
5. Welfare Department	10	59	31
6. Child Guidance Center	26	46	28
7. Agriculture Extension Service	44	36	21
8. Red Cross	12	71	17
9. 4-H Clubs	10	76	15
10. Greene County Council on Comm. Services	41	44	15
11. Family and Childrens Service	26	64	10
12. Child Conservation League	59	41	0

The above table should make clear the fact that the social service facilities available in Greene County are utilized by a minority of the poor, if the relatively involved Head Start mothers are a reliable index of participation. Only four of the groups listed were mentioned as having been contacted in one form or another by as many as one-third of the mothers interviewed. Interestingly, only three of the agencies listed (the Child Conservation Leagues, the Agriculture Extension Service and the Greene County Council on Community Services) had

11203

never been heard of by more than one-third of the mothers. This is quite surprising in the case of the Extension Service, which played an active role in the Head Start program and which offers services to urban as well as rural families. And in view of the extensive participation in Head Start by the Public Health Department, it is also surprising that only 58 percent of the mothers interviewed were able to identify by name one of the county public health nurses.

One of the factors explaining the unawareness of the public health services by the mothers might be the fact that 87.5 percent of them report that they have a regular family physician. However, it might be appropriate at this point to include a few representative comments by the mothers about health services in Greene County in general and the health services provided by Head Start in particular. Among the comments are these:

> "Well, in a way I'm just disappointed, period (about the health services provided children in Head Start). When I went to Central State (for the local training session before the program began) I thought that all these children that needed health services were going to get them, and as far as I know, nobody got them. They got the shots and examinations, but nothing come of it."

> "You were given the impression that they would be given free doctor and dental care."

> "The public health nurse will come out to your house after you've had a baby to see if there's anything you need. With the kids, anytime they get sick, really, they'll take care of them."

> "(I found out from the Head Start nurse) that I can get the kids' shots and polio vaccine at half price. Well, you know, that's kind of nice."

In general, as Dr. Agna, the County Health Commissioner, pointed out in the section on medical care, the mothers were often under the

11204

misapprehension that medical and dental treatment needs uncovered by Head Start would be paid for by the program. The realization that this was not so created quite a bit of resentment on the part of the mothers. In addition, many of them were annoyed at the fact that the medical and dental records of their children were never made available to them. This raises the problem of adequate communication between the Head Start staff, the medical personnel and the mothers. It seems clear that this is a major problem that must be solved in future preschool programs. On the whole, however, the mothers who have had contact with the public health personnel are quite satisfied with the services available.

9. Attitudes Toward and Extent of Community Involvement by Head Start Parents

A major facus of this section of the study was to investigate the attitudes toward community problems and the extent of involvement in community affairs by the Head Start parents. In the introduction to this section, it was pointed out that the poor in America have historically felt a sense of "powerlessness" in dealing with the problems with which they must cope. We have only partially investigated the full ramifications of this question, but we have tried to uncover some of the attitudes of the Head Start parents toward their community and their identification with it.

One of the questions asked the mothers was to check a list of potential community problems in their own neighborhood, marking those which "are problems in your neighborhood." The following table lists the percentage of those responding who checked each of the problems listed:

Table 4-5

Mention of Community Problems by Mothers

Problem	Percent of Mothers Checking Problem
1. There aren't enough recreation facilities for teenagers	79o/o
2. There aren't enough safe places for children to play	67
3. There are no facilities for the children of mothers who work	60
4. Landlords won't make repairs in people's houses when needed	36
5. Transportation	33
6. Not enough police protection	19
7. Streets are not paved or are full of holes	19
8. There is a sewage and garbage problem	7
9. The schools are in poor condition	5

Significantly, the only three problems mentioned by a majority of the mothers dealt with facilities and services for children. The problem of insufficient recreational facilities for teenagers was widely mentioned during the interviews as particularly vexing. Almost every mother complained that teenagers with no facilities are more likely to get into trouble with the law or to become a nuisance through drinking, car racing or aimless behavior. Many mothers placed this above facilities for younger children in their heirarchy of community needs.

Although the mothers perceived a nember of community problems requiring attention, they had little knowledge of the community "levers" through which solutions could be found for the problems.

11206

Only 26 percent of the mothers interviewed could mention "any organization in your town or city that is working to solve the problems you checked." However, 59 percent of the mothers reported that "I would be glad to join and work with" a group working on solutions for these problems. Only 20 percent of the mothers said that they "wouldn't care to join" such a group or "have too many other things to do" that would prevent joining.

The mothers were also asked: "Would you say that the people who run things in your town or city are really interested in solving the problems you just checked?" In response to this question, almost half (45 percent) of the mothers checked "don't know," while 33 percent checked "yes" and 23 percent responded with "no."

It is clear from the foregoing that the mothers recognize the existence of community problems, especially in the area of facilities for young people and children. However, while they would be willing to work with a group trying to solve these problems, only one out of four can mention a specific group now working in these areas. Interestingly, only three respondents, all from the progressive village of Yellow Springs, mentioned a governmental body such as a town or city council as working to solve community problems. The Head Start mothers interviewed clearly do not identify with the communtiy in terms of involvement in community activities directed at specific problems faced by the poor. The resulting sense of powerlessness is exemplified in the following representative comments from the mothers' interviews:

11207

> "Yeah, everyone talks about what they do want, but when the time comes to do something, they don't want to."

> "At the last meeting (of one of the civic groups), it was just a lot of talk. You just sit there for three or four hours. And I don't see at any of the meetings where too much was accomplished. I think that's why it's mostly discouraging to most mothers."

Another mother, however, was not so discouraged about community involvement, and credited her expanded community role to Head Start:

> "I don't think I would ever have taken on Campfire girls if it hadn't of been for Head Start. I realized that this would take a lot of time, but now I feel that it's worth it, that I can really help these girls become better persons, to think of other people that they can help instead of themselves all the time. I saw in Head Start some children with backgrounds so poor that I saw that without some help they would never have a chance in life. Unless some other people take some interest in them there's not much hope for them."

A mother from a rural area felt that not enough was being done in her area to secure a continuation of pre-school programs:

> "I don't think whoever's running that out there's really trying. We're not getting as many things as the others, like a kindergarten or day school. I was real disappointed. It's probably because there's not too many people there."

Of the mothers interviewed, 68 percent reported having talked "several times" with other Head Start mothers since the program ended. In some areas, this collaboration has produced more community involvement and awareness of the possibility for action on the part of mothers. In each area, most mothers felt that the people who "ran" things in the neighborhood were generally conservative and often represented business interests, but the general tone of the interviews was that politics was firmly in the hands of those who presently control it. The involvement in the community by the Head Start mothers has not yet, in Greene County, moved into the area of active involvement in the political

11208

process.

10. Summary

In general, this summary will attempt to answer as fully as possible the questions posed at the beginning of the section on the families.

1. Parents were involved in the planning and operation of Head Start in Greene County, but it was a minority which was extensively involved. The Head Start committees in most local areas had parent representatives on it, and mothers served as teacher's aides in each of the centers. Those who were involved evaluate the program very highly, and most of them seem highly motivated toward pre-school programs specifically and education in general. None of the parents interviewed expressed any feeling that they were not sufficiently involved; however, it should be borne in mind that those interviewed probably constitute a more involved and motivated group than Head Start parents in general.

One of the deficiencies of the program implicitly stemming from the research is that the involvement of fathers in the program was negligible. No mother mentioned the non-involvement of the fathers, and none seemed to feel that this was a drawback of the program. Indeed, the interviews indicated by implication that education in general is the concern of the mother. This fact should, we feel, be taken into careful consideration by the planners of future pre-school programs for disadvantaged children and their families. There are indications from other research that low-income families tend to

11209

a matriarchal family structure, with the father assuming little interest in the education of the children.

An example of the awareness of this fact in Greene County can be seen in the following comment by Joel Davis, the consultant from the Community Welfare Council in Dayton who was responsible for the organization of local Head Start committees:

> "One thing that I've wondered about is that we're only talking to mothers. You know, I don't think I've talked to a father throughout this whole program. I just wonder what kind of programs we would really be talking about if we were involving the fathers."

2. Almost without exception, the mothers interviewed felt that the benefits to their children in the Head Start program were considerable Two general benefits were frequently mentioned: 1) the mothers felt that the children had gained in self-confidence, the ability to relate to others, and in self-expression; and 2) the mothers felt that the children had learned necessary social skills such as manners, politeness and self-discipline. Many of the mothers felt that the children who had gone on to kindergarten or first grade faced adjustment problems, since regular classes were larger, and less attention was devoted to the individual child. However, this was not seen as a major problem, and many mothers expressed doubt that adjustment problems would last very long.

3. Most of the mothers were aware of and desired continuation pre-school programs. The pre-school and day-care programs being established in Xenia, Fairborn, Yellow Springs and several of the rural communities were mentioned by the mothers, and hope was expressed

11210

that programs such as these would continue on a permanent basis.

4. The mothers interviewed generally were aware of, but made relatively little use of, the social service facilities available in the county. For example, a majority of the mothers interviewed reported personal contact with only two social service agencies in the county (the P.T.A. and the Health Department). In addition, only 58 percent could identify by name a member of the public health nursing staff and only 32 percent reported contact with a public health nurse within the last year. The fact that a majority of the mothers mentioned significant community problems in the area of youth and child facilities is contrasted with the fact that only one out of four could mention an agency or organization working in the neighborhood to solve these problems. It is clear that the awareness of the problems and the desire for change has not been accompanied by an involvement in agencies of social change. A minority of the mothers is involved in pre-school continuation planning, but the extent of community involvement in general remains low.

5. The mothers are cognizant of the possibility for change, but their attitude toward social change is characterized by the sense of powerlessness and exclusion generally shared by the poor in America.

6. The excerpt from the Head Start Program Description quoted at the beginning of this section said that:

> "Persistent and imaginative attempts will be made to maximize parental and neighborhood involvement. ...A Family Life Education Program growing out of the interests and needs of families of children participating in the program will be set up. A basic goal will be to increase the parents' interests and confidence in participation in the broader community and to increase their knowledge of available services."

11211

This goal was broadly stated, and admittedly difficult to implement, especially given the historical difficulty of involving the poor in community-wide social action programs. However, it seems to have been fallen short in accomplishment. It is quite possible, and recent development in Greene County bear this out, that the involvement of the families will come primarily through ancillary and auxillary programs, with the Head Start program as a starting point for involvement.

In his report on the Greene County Head Start program, the director suggested that:

> "every effort should be made to keep these parents actively interested in 'community' -- even if it involves only three or four neighbors."

He added that:

> "The success of this phase may depend heavily on the people in the community that head existing organizations. ...The desadvantaged tend to be overwhelmed by numbers; we recommend that they be kept as a 'majority' group in each social effort."

These recommendations well prove hard to implement in Greene County, although those who head and work in the major public and private social service agencies are making a conscious effort to increase the involvement of the poor in their programs. In an interview, the director of the Head Start program said that:

> "(In Dayton, they) felt that the family was the basic problem with which they were dealing. In Greene County, I don't believe we ever had that concept. We involved the families only incidentally and there has been a little follow-up, but a very little, since that time in terms of the families. I think the county extension agent has had three or four groups with which she has met several times; there has been that kind of follow-up. But the type of thing we hoped to do was to acquaint them with the agencies in Greene County with which they could make themselves related and consequently develop that. Our Head Start program, however, was geared basically at this youngster, to see what we could do, because we felt that in seven weeks this would be about the limitations involved."

11212

The Head Start program in Greene County certainly cannot be accused of neglecting the family entirely. But in view of the contrast between the aspiration, in the Program Description, and the experience, revealed in the quote above, it is clear that future pre-school programs in Greene County have a great deal to accomplish in terms of the involvement of the parent as well as the child.

11213

Section 5: AGENCIES PROVIDING SERVICES TO CHILDREN

1. Introduction

Greene County, in common with most other counties, has a number of agencies and organizations, both public and private, which provide services to children. Some of these agencies are structured solely in terms of children; others provide a wide range of services to entire families. Some administer specific services and their functions are prescribed by law or by decision of the agency; others are not restricted in the nature of the services offered. Some are free of charge; others either charge specific amounts for services or charge a recipient a proportionate fee based on ability to pay.

The Head Start program, designed to aid disadvantaged pre-school children, naturally involved the personnel of many of the child-oriented social service agencies in the county. Others were not involved directly, but assisted in planning the program and in securing facilities and services. Still others had little or no contact with the program.

One of the major questions to which this study is addressed concerns the continuing impact of the Head Start program on the structure and services provided by agencies in the county. Several subsidiary questions relate to this broader question:

1) To what extent were social service agencies and their personnel involved in the planning of the Head Start program?

11214

2) What was the extent of inter-agency cooperation and communication during the planning and operation of the Head Start program? Were any conflicts between agencies encountered, and if so, how were they resolved?

3) How did the agencies fit into the over-all structure of the Greene County Council on Community Services, the "umbrella" social service coordinating agency which most of them belong to? Do they see the Greene County Council on Community Services as the most effective way to coordinate their activities?

4) Have the agencies changed, or do they envision changing, any of their structures or programs as a result of the Head Start program? Will there be shifts in emphasis toward the problems of the poor? Will there be increases in staff or budget as a result of the Head Start and related anti-poverty programs?

5) What evaluations were made by the agencies of the Head Start program? What were seen as its greatest advantages and disadvantages?

2. Methodology

In the course of the evaluation study, interviews were held with staff members and directors of every major social service agency in the county, with the exception of the Welfare Department, where it became impossible to secure interviews. More than 30 extensive interviews were conducted with the agency personnel (those concerned with the medical aspects of the Head Start program have been discussed elsewhere in the report). A copy of the interview schedule will be found in the Appendix. Each interview took approximately one hour and was tape-recorded.

11215

It was our intention, wherever possible, to interview not only professional staff personnel of the agencies but also members of the policy-making boards and committees which oversee the activities of many of the agencies. Included in this section of the report are the evaluations of the school pupil personnel staff members interviewed. These are included here, rather than in the section on the schools, because of the social-service nature of the work performed by these people.

The organization of this section of the report will first discuss each agency studied, the nature and extent of its functions, its relation to the Head Start program, and the comments of its staff members and directors about the program. A concluding section will discuss the agencies from an over-all perspective.

Below is a listing of the agencies studied:

1. The Greene County Guidance Center
2. The Family and Childrens Service
3. The Greene County Child Welfare Board
4. United Voluntary Services of Greene County
5. Pupil Personnel Staff of the school systems
    a. Yellow Springs school psychologist
    b. Director of Pupil Personnel, Beavercreek school system
    c. Child Study Director, county board of education
6. Greene County Red Cross
7. Greene County Young Men's Christian Association
8. Fairborn-Bath Township Welfare Committee
9. Greene County Extension Service
10. Yellow Springs Human Relations Committee
11. Uptown Xenia Area Council
12. Greene County Library System

It should be kept in mind that there are other agencies and organizations (as well as concerned individuals) which devote part or all of their services to children and their families. The Health

11216

Department is one example. However, these agencies are either discussed in a more appropriate section of the report or discussed in a general way without specific reference.

3. The Greene County Guidance Center

The Greene County Guidance Center provides psychological counseling for all county residents. It had a budget of $92,000 in 1965, part of this supplied by the United Fund of Montgomery and Greene counties, and part through state funds. The Center has a professional staff of four; a director, who is a physician, two social service personnel and a psychologist. The primary function of the Center is as an outpatient psychiatric clinic, working with emotionally disturbed adults and children.

The director of the center reported that

> "Our agency deals with the problems of the family, both children and parents. Before January of 1965 we were primarily a child guidance clinic. With a turnover in personnel since then we now have more staff trained to deal with adults and thus are serving more adults. I guess 80 per cent of our services are still given to children."

Eligibility for services is based on financial need, with those served unable to afford private counseling services. Depending on family income, fees range from one to ten dollars.

The Center is an active member of the Greene County Council on Community Services, and three members of the staff regularly participate in Council meetings and planning sessions. The initial reaction to Head Start, according to the director was that it was "a very valuable program" which should have been initiated many years ago.

11217

> "I think the aim of Head Start is to reach families and children that have been deprived in advantages of various sorts, and to give this group new experiences in which they will participate,"

was the director's evaluation of the goals of Head Start.

None of the staff of the Center were involved in planning the Head Start program. The director reported that

> "we were not specifically asked to lend our services, but with our limited resources I do not see how we could have contributed. We have enough trouble trying to keep our own agency running."

Although the Center had not been involved in planning and has not been consulted as to possible follow-up pre-school programs. The director said that:

> "we think we could offer something in the planning of such programs, and would like to be involved. Our participation is limited by the time and personnel (limitations) rather than interest and concern."

Staff members of the Center report no increase of services to the poor in general or Head Start children in particular since the program ended.

> "Since the program ended I have not seen any of the children who participated. As far as I know, none of these children have been referred to the Center,"

reported the director. He added that:

> "We have not introduced new programs to do with low income children and families since Head Start. Our services have been geared to meet these needs without regard to Head Start."

The director felt that the greatest achievement of the program was

> "the instilling into parent and child that someone, the government, cares and will try to help them and provide them with new experiences. I think the greatest drawback in the program was that it was not started years ago. Also, I wonder if 6 weeks is long enough for there to be a carryover of what was learned, after the program ended."

11218

4. The Family and Childrens Service

The Family and Childrens Service of Greene County is a branch of the organization, which has its main office in Dayton and which is supported with United Fund donations. A trained social worker constitutes the only staff member in the county office.

According to the staff member, the agency mainly provides family counseling, and also handles some adoption cases. Any county resident is eligible for services, and fees are charged, although no one is refused for lack of funds. The agency is a member of the Greene County Council on Community Services, but does not play an active role in the Council.

The initial reaction to Head Start by the staff member was positive, and she felt that the goals of the program were

> "to reach under-privileged families, especially children, to let them know that society cares, and to make available benefits usually denied them."

The staff member took no part in the planning of the program, although she indicated resentment at having volunteered her personal services as a trained social worker and having not been contacted by those planning the program.

Her evaluation of the program was favorable, although she emphasized that it was based on second-hand reports. The enthusiasm of the workers was communicated to the participants and their families, who were made to feel more a part of the community. The greatest weakness of the program was seen as "a lack of professional help." In general, she felt that Federally funded programs were better, because they require a definite set of standards and some professional workers.

Although the staff member of the Family and Childrens Service would want to be involved "very much" in future Head Start programs, she resented not having been consulted in the past, and felt in addition that the program did not utilize fully the services of professionally trained social service workers.

5. The Greene County Child Welfare Board

Both the Acting Executive Secretary and the chairman of the board of the Child Welfare Board were interviewed. The board, which has a budget of about $200,000 per year, is supported by the county government and is governed by a board appointed by the county commissioners. There are four caseworkers on the staff, including the Acting Executive Secretary. Its services deal with children with physical disabilities, with adoptions and unmarried mothers, and it provides foster homes for 130 children.

The agency is a member of the Greene County Council on Community Services, although its only role in planning the Head Start program was the recommendation for participation of families with which it had worked. None of the staff members were involved in the actual operation of the program, although there was slight personal involvement aside from official duties. None of the children in the county children's home or the Happy Times school for retarded children, which the board administrates, were involved in the Head Start program.

Both the chief staff member and the board chairman of the Child Welfare Board expressed positive reactions to and evaluations of the Head Start program, and also expressed a willingness to cooperate in planning future pre-school programs. Their chief concern was with obtaining additional case workers, and they saw their main function as helping maintain family stability, so that children would not have to be removed from families and placed in institutional or foster home situations.

The chief staff member reported that until two or three years ago, the board was reluctant to accept Federal funds for programs, but that this attitude has shifted in recent years. The major benefits seen resulting from the program by the staff member was that children who are better able to adjust to school are less likely to leave home or require protective services. She felt that the program should be expanded in the future. A drawback seen in the program was that more volunteer workers were needed so that agencies could utilize their staff for regular functions. This is the opposite view from that expressed by the staff member of the Family and Childrens Service. The Child Welfare Board, as a social service agency, supported the Head Start program and encouraged its expansion, seeing in it a means of preventing family disintegration.

6. United Voluntary Services of Greene County

The staff member of the United Voluntary Services expressed opposition to the Head Start program, viewing with hostility the Federal funding of a program that should be funded locally. She felt that the "pre-school age (is) less necessary to serve except in health and home than any other age."

11221

United Voluntary Services was an original member of the Greene County Council on Community Services, but withdrew from the Council. Its main function is in the collection and distribution of clothing, food and household items for the needy in Greene County. Although it was not involved in the planning of the program, it did provide some clothing and toys, upon request, for some children in the Head Start program.

The main objection to the Head Start program by the staff member was that it received Federal funds, but other criticisms were also made, relating to the organization and staffing of the program. The staff member felt that many of the teachers in the program were not qualified to work with pre-school children, and that there was a lack of discipline. She also referred to a lack of coordination, saying that one day three teachers called her about clothing needs for the same child. She also felt that children not from disadvantaged homes should not be included in the program since "they are too young to benefit from fraternization with those of such varying backgrounds." When asked what degree of participation in future Head Start programs she would prefer for the agency, she expressed a lack of interest.

7. Pupil Personnel Staff of the School Systems

Three pupil personnel staff members were interviewed during the study. One was the psychologist and child study director of the county school system, a second the pupil personnel director from the Beavercreek system, and the third the school psychologist from the Yellow Springs system.

The only one of the three who was extensively involved in the Head Start program was the pupil personnel director from Beavercreek, who played an important role in planning the program and in serving as liason between Beavercreek school administrators and the Head Start program. This person, because of the experience with the Head Start program and with the impetus of the Elementary and Secondary Education Act, has since been delegated by the school system to coordinate all Federal programs that relate to the system.

The Beavercreek pupil personnel staff member reported that since the Head Start program ended, parents of Head Start children have been involved in the talks with parents of first-graders that the school psychologist conducts. These discussions are aimed at youngsters with problems involving learning difficulties.

All three of those interviewed had suggestions as to further pre-school programs. One, for example, felt that a pool of resource persons with specific talents, such as musicians, actors and magicians, should be made available to all pre-school centers. He also felt that periodic meetings of pre-school staff members in the county could discuss case studies in a continuing training program. Another suggestion was that leaflets and reprints on aspects of mental health could be distributed to the parents of pre-school youngsters.

None of those interviewed reported the introduction of major new programs to deal with the psychological problems of disadvantaged youngsters, although they felt that the county in general was more aware of these problems. The use of Title I funds from the Elementary and Secondary Education Act was cited as one way to help over-come the deficiencies of children whose families live in poverty. One of the psychologists said that:

> "One of the resources there (in implementation of Title I funds) would be the families of youngsters who participated in Head Start, because these same youngsters, once enrolled in our schools...would help us qualify for getting Title I funds under ESEA.
>
> I don't think there is a school district in Ohio that doesn't think they could be doing more than they are doing. For example, we could spend a great deal of money here very quickly introducing kindergarten experience for all our youngsters for a year...There are other districts, perhaps a little bit more fortunate than us, where a kindergarten already exists, where they are talking about education for four-year-olds and three-year-olds. We would like to see our pupil personnel services expanded; right now, we have a number of youngsters on the waiting list for speech and hearing therapy services. We would like very much to add a couple more therapists; I would like to see an elementary counselor in each building...all kinds of dreams."

This school system is also thinking of a full-year Head Start program; "we're very receptive to that sort of thing," reported the psychologist. The inter-agency cooperation during the planning and operation of Head Start was evaluated in positive terms by the Beavercreek pupil personnel director. He said that:

> "I personally felt it was excellent. We went through the usual trials and tribulations that you have when you bring together groups of people representing all types of background and all types of aspirations. I think everybody arrived with the thinking that they knew, if not exactly what should be done, at least some indications of what should be done. I think they put all of this thinking together, and considering that we had people who were actually living in poverty, we had people from the college level, we had people from the public school level, we had religious, we had as good a cross-section of the community

11224

> as you could find, so you can see that it would be a wide diversity of thinking here as to procedures and what kinds of things should be included. Out of what might have first looked like the basis for chaos came the prime reason for success with this thing ... I went into the thing with a confidence that all of them had one point from which we could operate, and that was their sincere concern for the boys and girls, and once we decided that was why we were really all there, then we were able to find a common denominator from which to operate."

8. Red Cross and YMCA

Neither the Red Cross in Greene County nor the Xenia YMCA had an extensive role in the Head Start program. The Red Cross made available office space for the staff of Head Start, and two buses were rented from the Red Cross for transportation of children in the program. One of the suggestions of the Red Cross secretary, who emphasized that she was not speaking for the agency officially, was that the social service agencies in the county should meet periodically for case conferences on families with which more than one agency is dealing. Aside from these suggestions, the staff member reported that she had little information on the program on which to base an evaluation.

Although the Greene County Red Cross secretary expressed doubt about the extent of involvement the organization would desire in the future, the Dayton director of the Red Cross was more emphatic and positive. She said that:

> "We would like to be included in the planning stages of programs instead of being involved when programs are all set up. We believe with our volunteer program as well as all of our educational services and youth activities, that we could be used more effectively and serve the people benefitted by the Head Start program if we were involved in the planning areas."

11225

This quote illustrates the difficulty in securing cooperation from agencies in which the local staff defer to the regional staff in making decisions about participation, and in which coordination is not fully functioning.

The director of the Xenia YMCA took the opposite position on inter-agency cooperation, feeling that each concentrate on "protecting its own interests." The YMCA director had a positive reaction to the Head Start program. His attitude was that:

> "This is most likely where we have to go; not just doing things for people, but somehow we've got to get inside basic attitudes and motivations and feelings of people and begin to make lasting changes at that point. I think I have some concerns about the Head Start program as of yet, but I think it is a good beginning. I'm quite excited when people begin to do things and stop just talking about them. I think (the Head Start program) has begun to help other people come to assume the attitudes and standards that we deem acceptable in our society. ...What we have to do in Head Start...is to let them see the benefits of some of the values that our more affluent society is building up, and to let them catch some of the spark of initiative or desire to improve...that they're going to need if they're going to become an efficient citizen in the community."

The YMCA director, who emphasized that its programs are open to anyone in the county regardless of income, reported that:

> "We have received, as a result of last summer's Head Start program, a list of names as a follow-up: families and the youth of the families who the coordinators of Head Start felt could benefit from YMCA membership. Now, these memberships would be what we consider as sponsored, meaning that they would become 'Y' members but would not pay fees for this membership, but would still receive full membership privileges."

11226

Providing information about YMCA programs to the families of children who were enrolled in the Head Start program was discussed by the director, who said that:

> "Where we can put greater emphasis in the future, as monies become available, is to help the low-income families become more aware that they can be sponsored into YMCA membership, and try to remove any negative stigma that is attached to a sponsored membership in the 'Y', so that more of them do become 'Y' members."

The basic attitude of the YMCA director was that each agency should concentrate on its own program, and that inter-agency collaboration often led to fruitless talk without action. However, he did favor an expanded emphasis on programs to deal with disadvantaged children and their families.

9. Fairborn-Bath Township Welfare Association

Interviews were held with both the Home Service Director and chairman of the Fairborn-Bath Township Welfare Association, which is a private agency receiving funds from the United Appeal of Montgomery and Greene Counties. The annual budget of the agency is about $9500, and its principal activity has been the distribution of food, clothing and financial aid to families which have emergency needs. An effort is made to provide more case work services.

The chairman of the agency, whose function is aainly administrative, pointed out that its main function is to provide supplementary financial aid to families:

> "...to take up the slack caused by 1) a lack of funds by the county welfare program and 2) the limited access to county welfare due to our transportation problem between Fairborn and Xenia. We operate only in the Fairborn and Bath Township areas."

The Home Service Director of the agency sits on the Greene County Council on Community Services, and was aware of the Head Start program from the beginning. The initial reaction of the chairman of the agency, as he puts it, was negative; and he added that,"I had not anticipated the success that they had."

It is important to note that both members of the agency interviewed emphasized the division between Fairborn and the rest of the county. The geographical separation and the lack of public transportation were mentioned as reasons why the agency performed the function it did. The Home Service Director reported that the agency had a function to perform:

> "because of the situation of Fairborn to the rest of the county. We seem to be over here in a spot all by ourselves, and the telephone service here is very bad. We have to pay to talk to Xenia, and also the bus service is horrible. You have to go many times to Dayton and then to Xenia."

The agency did provide clothing for some of the Head Start children, but its involvement in the program and planning was not extensive, although it did help identify children eligible for the Head Start program. The impact of the Head Start program in Fairborn has had an influence on the program of the agency, with the establishment of the "neighborhood center" in Fairborn. The Home Service Director of the agency reported that she is "very happy" about this, and described it as follows:

> "It isn't Head Start, but it is a neighborhood center which they have started in the one area in which we do most of our work; it's such a wonderful thing. They did apply for help from SCOPE (the area 'umbrella' anti-poverty agency) but they were late, or refused or something, but that didn't stop them. They went on, and now they have started a thrift shop, they have sewing classes, and they hope to have reading and education programs and so on."

The staff member felt that the original impetus for the neighborhood center in Fairborn was not directly attributable to Head Start, but that:

> "When (Head Start) came along, they felt that if one can do this, let's see how far we can go. And they really were amazed themselves to think that they had been able to have accomplished as much as they have. I feel that they are actually getting to the poor. These people feel that 'I am able to get into this, and this is a part of my work, and this belongs to me.'"

The interviews with the private welfare agency personnel in Fairborn pointed up the problems of providing services to the poor when facilities for transportation and communication between areas served by a central welfare agency are difficult or non-existent.

10. Greene County Extension Service

The Greene County Extension Service, which is a branch of Ohio State University, has three main functions: 1) the Home Economics and homemaking service, 2) the Agricultural Extension Agent, and 3) the 4-H Agent, although the Home Economics agent, Mrs. Lucy Fogg, also works with the 4-H clubs. Mrs. Fogg was the only one of the three with extensive involvement in the Head Start program, and she was the only staff member of the agency interviewed.

Any group or individual in the county is eligible for the services of the Extension Service. The Service is a member of the Greene County Council on Community Services and also of the Economic Opportunity Steering Committee, and Mrs. Fogg represents the Service on both groups.

11229

The Extension Service was one of the first agencies in the county aware of an involved in the Head Start program. Mrs. Fogg reported that Ruth Keeton, chairman of the Greene County Council on Community Services, and she:

> "were talking about it at the same time, and were both trying to get more information about it. When we had that workshop over at Central State last February (1965), it was through our office that we had the materials for them to pass out."

Mrs. Fogg not only participated in the program, but in her agency role expects in the future to budget time for working with the families of low-income children enrolled in pre-school programs. Her comment on this was that:

> "Last year, the program was such a crash program, and came on everybody so suddenly, so that schedules were already filled and we were all booked in advance. It was difficult to try to work anything in. This year, we hope if it's a going thing we are saving time in our calendars so that we can work more with families."

Mrs. Fogg participated in the planning sessions for Head Start and also took part in the staff training sessions. She reported that she:

> "gave a presentation at Central State when they had the two-day training session, of the educational program and family living and homemaking that our agency would be able to offer. Because of that, more people in the county knew what the Extension Service potential was."

The Extension Service, since the end of the Head Start program, has not worked directly with the children who were enrolled, but it has tried to involve the families of Head Start children. Mrs. Fogg explained that:

> "I did follow through and worked with a group of mothers in the Jamestown area. It started out to be just strictly Head Start mothers, but it ended up with three or four from Head Start and three or four mothers in the community, who worked on clothing.

11230

> "The mothers enjoyed the relationships of being with other mothers. There is a social benefit once they get the barrier down, and feel that they are equal and that they can be a part, and useful, and that they might have a contribution to give."

The Extension Service staff has not been consulted about the continuation of Head Start, but it has been contacted with reference to the Neighborhood Youth Corps, and about the employment prospects within the Service for low-income persons. The agent felt that inter-agency cooperation as a result of Head Start was not significantly greater than before, but Mrs. Fogg hoped that:

> "more agencies may know what our agency is capable of offering. Maybe we knew more about some of the other agencies than they knew about us. We worked fairly extensively with the Health Department and a little with the Welfare Department. I have a feeling (that more cooperation exists) but I can't put my finger on a specific. Right along during this in 1965, we had a family living committee meeting, with a representative from the Welfare Department and the Board of Education; several people, about 15 different people helping us on the survey we were doing on family living."

Both Mrs. Fogg and the public health nurses had the most extensive contact on the part of any agency in the county with the families of the Head Start children. They have cooperated in the past, and will certainly do so in the future. It seems that the Head Start program represented one of many examples of inter-agency cooperation directed toward the problems of the low-income family.

11. Yellow Springs Human Relations Commission and the Xenia Area Council

Both of these agencies are citizens groups working primarily in the area of inter-racial cooperation. The first is a governmental body established by the Yellow Springs Village Council; the second is a voluntary citizens group centered in the Negro section of Xenia.

11231

Interviews were held with the chairman of the Subcommittee on Children and Youth of the Yellow Springs Group, and with the chairwoman of the Xenia group.

The chairman of the Yellow Springs group reported that the major program of his agency, to date, has been the Head Start program. The agency also has conducted a reading program for elementary students during the summer. The subcommittee was expressly formed to help initiate and develop the Head Start program in Yellow Springs. The chairman felt that the major goals of the program were:

> "changing the outlook and attitudes and self-image of children from disadvantaged families. We worked for a Head Start unit locally. We wrote a brief description of Head Start to families we felt would be eligible."

The Yellow Springs group has applied for another Head Start unit in the village. The group made an effort to involve parents in the Head Start program, and the group is also planning a summer day-camp to involve the Head Start children. The chairman reported "very good cooperation" with other county agencies during the Head Start program.

The Xenia group, which represented the Negro section of the city, originally grew out of LINKS, Inc., a national Negro women's social service group. In the initial planning phase of the Head Start program, members of the Area Council interviewed some 200 families to determine the number of eligible children in the area. The Head Start program represented one of the major programs of the Area Council, and those on the council were aware of the needs of the Negro section of Xenia.

Since the end of the Head Start program, the council has been working for a day care center in the area, to serve the working mothers who have young children needing care. The chairman of the area council expressed great admiration for the extent to which the area was integrated, both racially and structurally, into the Head Start program and felt that a major step toward cooperation between Negroes in Xenia and the other sections of the city had been made through the Head Start program, although she did express the opinion that more Negroes should have been in leadership positions in the program. In general, the Head Start program was seen as having fostered greater racial cooperation than any previous county- or city-wide social service program.

12. Greene County District Library

One of the program components emphasized strongly by Head Start units in Greene County was to make children more aware of the services provided by the libraries in the communities. Interviews were conducted with both the chief librarian and the bookmobile librarian, who serves the outlying rural county schools and communities.

In general, both librarians expressed support of the Head Start program and a desire for more involvement in future pre-school programs. However, they felt that a few of the centers did not make sufficient use of the library facilities available. The chief librarian reported that a total of more than 400 Head Start children visited the libraries, with all but one community represented. It is clear that most Head Start units cooperated well with the public librarians and that this part of the program was most successful.

13. Additional Comments by Agency Personnel

"...those planning the program did not seem to want the involvement of professional social workers: 'they want to do it all themselves on a lay level.' She also felt that a conflict exists between agencies because those with non-professionally trained staff feel threatened. 'They're scared to death of us,' she said, referring to those agencies with professionally trained staff."

"An evaluation of the county was that it is '300 years behind' neighboring Montgomery County (includes city of Dayton), because the people in power are 'reactionary, immovable and backward in every way.' She also feels that until the directors of the public agencies, responsible to the county commissioners, 'are replaced by people more qualified, less reactionary and hostile toward human beings,' there is little hope."

"...stop playing politics with people's problems" was another person's comments.

14. Summary

It is clear from the foregoing discussion that most of the agencies providing direct or indirect services to children in Greene County were aware of the nature and operations of the Head Start program, and that several were extensively involved in the program.

However, it is also clear that two agencies, both of a private welfare nature, had strong reservations about the program and shied away from direct involvement. The basis of these reservations was generally a philosophy of social service which is professionally organized and which emphasizes the contributions of private citizens and sometimes mistrusts the involvement of the Federal government. The fact that the program was directed toward children undoubtedly erased some of the more overt clashes which might arise in other Federally-funded programs. As one respondent pointed out:

> "The Head Start program was seen by many agency people as an Administration or Democratic Party program,"

while the county is heavily Republican. However, in most cases, this suspicion abated during the program. One or two respondents admitted political predispositions against the program, but none of them refused for that reason to cooperate when asked.

Another point evident from the interviews is that many of the agency personnel were not involved in the planning and operation of the program when they felt that they had something to offer. This may indicate that those who did plan the program were not sufficiently persistent in their efforts to secure the cooperation of the agency staff personnel. There was a general attitude on the part of the program planners that volunteers, aside from the professional educational staff, should run the program. And it is true that the parents involved shared this feeling. Professional procedures in most of the agencies did not encourage or facilitate extensive staff involvement in a voluntary community enterprise.

A central point brought out in the interviews was that Xenia, the county seat, is the location of the offices of most of the private and almost all the public social service agencies in the county. Fairborn, a city with equal population, is and feels isolated, because of poor transportation (no bus service exists between the two cities of 30,000, just 10 miles apart) and telephone communication is on a

11235

toll basis. As a result, those in Fairborn do not really feel a part of the county, although the Head Start program did bring together agency staff with parallel functions for the first time in a major joint effort. The transportation and communication problem must be solved, however, if close agency cooperation and the integration of Fairborn into the county structure is to take place.

There was a definite lack of unanimity about the extent of inter-agency cooperation experienced during the Head Start program and the extent to which it is desired in future programs. Most of the agencies felt that cooperation and communication was excellent and that further attempts to foster cooperation should be encouraged. But a few of the agencies wanted to protect their own prerogatives and work independently of the others. This was especially true in those cases where functions overlap and there is, in a sense, competition for funds and staff. On the whole, however, the Head Start program was seen as a valuable experience in county-wide cooperation between agencies. Few new programs directly attributable to Head Start can be yet seen, but most agencies reported a continuing emphasis on programs to involve the disadvantaged.

11236

Section 6: MEDICAL AND DENTAL SERVICES

1. Introduction

The Head Start program in Greene County placed special stress on the health aspects of the program. It was felt that disadvantaged children in particular had less exposure to good habits of health and nutrition and a consequently greater incidence of health and nutritional defects. It was decided early in the planning of the program that an intensive medical and dental checkup would be given each child enrolled in Head Start, and that the curriculum would include visits to dentists, visits from physicians, an emphasis of tooth-brushing and personal hygiene, and an attempt to educate children and parents as to good nutritional, dental, hygienic and medical habits.

In this phase of the evaluation study, we will not compartmentalize the investigation and its findings, but will cover the broad topics of 1) the extent of involvement in planning the medical facet of the program by public and private health personnel, 2) the operation of the health services in the program, 3) evaluations of the adequacy of the health aspects of the program, 4) suggestions for future Head Start or pre-school health programs, and 5) the role of the health services in the inter-agency picture in Greene County. We have posed no questions in this phase of the study, but will let the impressions and comments of the health personnel involved speak for themselves.

11237

The early and close involvement of Dr. Agna in the planning of the Head Start program resulted in excellent definition of health goals and a commitment to implementation of that phase of the program.

The cooperation of the county Medical Society was crucial in the success of the program. The approach made to the Medical Society was another illustration of the person-oriented technique of the Greene County Council on Community Services. Before the County Health Commissioner presented the formal request for official approval, members of the society's executive committee and Health and Welfare Committee had been contacted. Wives of prominent physicians and two respected members of the Medical Society had explained the purpose and goals of the program. They were personally involved in the planning and represented assurance of reliability to those physicians who had to make the policy decision to cooperate.

Once it was decided that every child would have both a physical and dental checkup, the enlistment of voluntary cooperation from dentists was undertaken by Thomas Blum. A medical studemt from the University of Cincinnati, Tom Blum was serving a public health internship in the county during the summer and was mainly responsible for recruiting the participation of more than 20 dentists. Dr. Robert Hardman, a Yellow Springs pediatrician and former Yellow Springs PTA president, played a major role in enlisting the cooperation of physicians.

One of the public health nurses reported that "every nurse had something to do with some part of the planning; contacting families, get-them registered." Each of the public health nurses assumed responsibility for coordinating and administering health services in her own district.

11238

One methodological note: in preparing this part of the study, interviews were held with the Greene County Health Commissioner, Dr. Mary Agna; with three public health nurses, two of them presently on the staff of the Health Department and one who was active in the Head Start program but has since resigned from the department; and with two physicians active in the Head Start program and the president of the Greene County Medical Auxiliary, an organization of physician's wives which played a part in the program. These interviews were taped; some were transcribed verbatim, others were transcribed in part.

2. Greene County Health Facilities

There are 60 M.D.'s and five osteopaths in Greene County, an average of about one physician for every 500 residents. The county has two group-practice clinics, one in Xenia and one in Yellow Springs. Greene Memorial Hospital in Xenia serves the entire county, although patients also are treated in Springfield and Dayton hospitals. The hospital has 186 beds and its budget in 1964 was almost $1.8 million. The county also has more than 20 dentists.

Public health in the county is under the supervision of Dr. Mary Agna, the Greene County Health Commissioner, who has held her post for the past two years. The department includes 10 public health nurses, supervised by Mary Langan, R.N., as well as sanitarians and other health personnel. Its budget is more than $150,000 per year.

11239

3. Health Personnel Involvement in Head Start Planning

Dr. Mary Agna, the Greene County Health Commissioner, was directly involved in the planning of the Head Start program from the inception of the idea. As a member of the Economic Opportunity Steering Committee, Dr. Agna was in close touch with all of the programs and plans of the Economic Opportunities Steering Committee and of the Greene County Council on Community Services. She described her initial role in the planning of the Head Start program in these words:

> "We (the Health Department) received a letter directly from Sargent Shriver, describing the program and suggesting that local agencies participate in it. Within that same week, the Greene County Council on Community Services went to the county commissioners and made provisions to set up an Economic Opportunity Steering Committee, and I was asked to be on the steering committee. Shortly thereafter the Head Start project became available, began to be discussed, and it was decided that one of the first projects of the Economic Opportunity Steering Committee would be to sponsor the Head Start program.
>
> Representatives of various agencies were called together and we were involved. I think that one or two of our nurses worked officially on the Head Start committee and I worked with them too. It was felt that these children lacked health supervision and has needs over and above those of the 4 or 5 year old middle class child. We began to think about who would be providing these services. So I went to the Health and Welfare Committee of the Medical Society, and some of the wives of members of the Medical Society were contacted.
>
> At the next meeting of the Medical Society, they spent the whole morning talking about the Head Start program and they really seemed to be pretty interested. There wasn't opposition or lack of interest or even very much suspicion brought out at that point. The Medical Society members were asked to volunteer their services, which they did. In fact, more of them volunteered than we even really needed. And the Health Department was asked to more or less coordinate the health services. The public health nurses, in their role in the community, know the poor families, and helped a lot with recruitment. I think this was one of the main useful functions they served early in the program."

11240

4. Health Department Staff Involvement in Head Start

Dr. Agna felt that the Head Start program placed an added burden upon her staff, although she recognized this as necessary in view of the nature of the program. Her attitude about this was that:

> "We have to take on new things (such as Head Start) at the expense of the traditional things, but you can't just do away with the traditional things. If you feel that (a new program) is sufficiently important, you go ahead and do it.
>
> One thing that was done was that a nurse job was written into the project and that nurse was assigned the duty of coordinating the health services, which included vision testing, which was never done, and hearing, and immunizations, physical exams and follow-ups. And this was just too ambitious in a five-week (sic) period with 415 kids; you just couldn't do it.
>
> And it was rather frustrating for the nurse, to go into all those areas, to have records that were not in duplicate or triplicate and to be working with other people who needed the records too.
>
> I think we all felt that if it were de-centralized, if the district nurse had more responsibility with the kindergarten or the Head Start group or the day-nursery, or whatever it evolved into, it would work out a good deal better."

The public health nurse whose primary responsibility was working with the Head Start program reported that she encountered difficulty in carrying out her assignment because the various Head Start centers would make last-minute switches in plans without consulting her. She felt that there was much positive benefit from the medical aspect of the program for the mothers who worked with the program: "it really opened their eyes; they felt that it really accomplished something." She was quite dissatisfied with the record-keeping and proliferation of forms. In addition, she felt that the program should not be limited

11241

to low-income children and that the program was too short to affect a major change in the children in the space of seven weeks. Her attitude toward Federal programs in general after the Head Start experience was less favorable, mostly because "you have to be careful when you deal with the government because you have to do what the government says." This remark was prompted by her feelings about the plethora of forms involved.

The other nurses interviewed shared the same views as to the duration of the program and the problems with forms and records. All of the Health Department personnel felt strongly that one of the greatest problems faced by the Health Department in general was the lack of transportation for people in the rural areas who could not get to the clinics or hospital. These people were entirely dependent on the home visits of the nurses for medical care.

5. Private Health Personnel Involvement in Head Start

In general, the cooperation and involvement of the private health personnel in the Head Start program was extensive. Medical and dental examinations were given each of the children enrolled in the program. Among the findings of these examinations, summarized from a report by Thomas Blum, a student at the University of Cincinnati Medical School, are the following: (A copy of the full medical report can be found in the Appendix):

Medical disorders were found in 169 of the children examined. Among them were 22 cardiac difficulties (19 of these were heart murmurs), 11 lung difficulties (including 4 with bronchitis and 3 with asthma), 6 neurological, 65 ear, nose and throat problems (58 of these were tonsilitis), 9 with opthamological disorders, 5 with hernias, 9 with genito-urinary problems, 25 with bone deficiencies (17 of which were flat feet), 14 with dermatological problems (including 8 with impetigo) and 25 miscellaneous medical problems, including 13 with speech abnormalities.

It was found in the dental examinations that 15 children had dental abscesses, 185 children had carious teeth and one child had a cleft lip in need of orthodontia treatment.

In all, Blum reported that 45.3 per cent of the 375 children given medical examinations had medical difficulties, and that 58.7 per cent of the 342 given dental examinations had dental difficulties. In addition, 21.7 per cent of the children in the county examined had not received DPT shots, 20.4 per cent had no Salk or Sabin polio vaccine, and 34.1 per cent displayed no smallpox vaccination scar. There seemed to be no significant differences between the children with disorders and those without disorders in terms of education of mother, whether the family had moved to Greene County after the child was born or the average number of children in the family. For each of the above variables, the children with disorders showed greater evidence in statistical terms (fewer mothers had completed grammar school or secondary school, more children were born outside Greene County, and the average number of children in the family was higher), but in each case the difference was slight.

11243

Dr. Hardman, the pediatrician who recruited many of the physicians who volunteered to give medical examinations, was very enthusiastic about the Head Start program, although he felt that preventive medical services for the low-income families should actually begin with prenatal care and involve the children at an earlier age. The immediate past president of the Greene County Medical Society, who served in that office during the Head Start program, was much more negative about the program than was Dr. Hardman. He was opposed to Federal programs in general, although he felt that the idea behind Head Start was better than other Federal programs.

> "My attitude against government programs has strengthened in the last year, not as a direct result of Head Start, but because of the poverty program in general."

He did feel, however, that

> "I guess (Head Start) should be continued for a year or so to see if it helps."

If there were a Head Start program for the next year, he felt that the Medical Society should be involved only "slightly."

6. Inter-Agency Aspect of Health Services in Head Start

The health aspects of the Head Start program necessarily involved communication and cooperation between the health department, private health personnel and other social welfare agencies, including the Greene County Council on Community Services. Dr. Agna felt that inter-agency cooperation and communication was excellent as far as the medical aspect of the program was concerned.

11244

Her opinion was that:

> "Fortunately, I think this community is small enough that you can know the people. I can know the administrators of the schools and the welfare administrator, and can talk to them, can pick up the phone and call them. There isn't such a snarled up communications problem. It isn't formalized, and maybe it should be more formalized, maybe we should meet periodically, which we don't do. But our welfare workers and public health nurses know each other. They do get together periodically and have case conferences."

Neither Dr. Agna nor any of the other health personnel involved in the Head Start program indicated any lack of inter-agency cooperation or communication. The Health Department is quite involved in the Greene County Council on Community Services and the Economic Opportunity Steering Committee, and all social welfare agencies and programs are coordinated with the Health Department.

7. Involvement of the Parents in the Health Services Aspect of Head Start

All of the health personnel interviewed who had played an extensive role in the Head Start program felt that working with the families on the total health services involvement of the families was important. All of the public health nurses felt, as one of them put it, that "parents should be involved to a much greater extent." Another nurse said that the program should

> "keep the health services family centered to encourage the family to help themselves rather than have others do it for them."

Dr. Agna, the health commissioner, felt that:

> "the whole family should have been more involved than they were in the health services. I think that we learned something about the immunization statuses of our kids; they weren't as well immunized as they should have been. But we have offered people the clinic, and if they don't bring the kids to the clinic we can't make them. But as a result of Head Start they got brought in."

11243

The mothers of the children themselves were generally very satisfied with the medical services offered the children through the Head Start program. As one of them put it,

> "I know I can't afford to take the children to have their teeth checked, and have check-ups, like you can with one of two children, but I have eight children. Long as they have something to eat and something to wear, you just let these things slide, and in Head Start they were taken care of."

The mothers did feel, however, that their expectations of follow-up treatment for medical and dental deficiencies was not carried out. Most of the mothers had expected that the funds not expended during the program should have gone for follow-up treatment, but this was not able to be done. Dr. Agna acknowledged that the parents had been disappointed, saying that:

> "some of the parents were expecting to have particularly dental care services rendered as part of the Head Start package. But as far as we were concerned there was never any commitment made that whatever defects were found would be corrected as a part of this program. And I don't think that this was really in the expressed philosophy of Head Start; I think that Head Start planned to generate interest and funds locally, and get people to do this voluntarily."

Many of the mothers also felt that records of their child's medical examinations should have been made available to them, and in most cases this was not done. The whole record-keeping aspect of the medical program was covered with red tape and never straightened out to the satisfaction of the Health Department, the parents or the schools, which also wanted health records for their nurses.

The mothers of Head Start children repeatedly expressed great admiration for the services rendered by the public health nurses. One said about one of the nurses: "Like she'll come out to your house after you've had a young baby to see if there's anything you need." Another said that "with the kids, anytime they get sick, they'll come out and take care of you." The public health nurses represent the closest link between the parents of Head Start children and the social welfare agencies in Greene County, and it was through the health nurses that many of the parents and their children became involved in the Head Start program. Dr. Agna also reported that she expected several of the mothers who had been active in the Head Start program to qualify for training as homemakers under the grant that was received by the Health Department to train and employ non-professional homemakers to work with Greene County families in need of the service.

8. Summary

The provision of medical and dental examinations was one of the most extensive facets of the Head Start program, and was an intergral part of the program from the very beginning. The examinations, provided without charge by volunteer physicians and dentists, showed that almost half of the Head Start children examined had medical problems, and that more than half of those examined had dental problems requiring treatment. However, the program made no provision for follow-up treatment, and this fact was not adequately made known to the parents, who had assumed that it would be covered as part of the program. This lack of definition led to misunderstanding and resentment on the part of some parents.

11241

The role of the public health nurses in the program was central. The nurses did much of the identification of eligible children and recruiting of children for the program. In general, the nurses expressed no dissatisfaction about the extra duties asked of them, but they did feel strongly that the forms required were burdensome and onerous, and that there was a lack of coordination of record-keeping and distribution. There was a lack of definite guidelines on what should be done with the records, and the Health Department did not know what to do with the forms once completed. Quite often, the schools wondered where the health records for Head Start children now in school were, and the Health Department was unclear about whether or not to give them to the schools.

The use of the public health intern in the program was indispensable. The intern, Thomas Blum of the University of Cincinnati School of Medicine, was primarily responsible for securing the cooperation of dentists in the program. It seems quite advisable that future Head Start programs attempt to secure the use of public health interns from medical schools to coordinate health services in cooperation with public and private health practicioners.

The Greene County Medical Society and its auxiliary cooperated extensively with the program, although the president of the society expressed negative attitudes toward Federal programs in general. However, the fact that he felt the Head Start program should be given a chance and the cooperation of a county pediatrician accounted for close relations with physicians in Greene County. In addition, speech and vision tests were performed with the cooperation of health organizations in Dayton.

The cooperation of the Greene County Health Commissioner, Dr. Mary Agna, was essential. Dr. Agna had been closely connected with the Greene County Council on Community Services, and participated in the planning of the Head Start program. Her favorable attitude toward the program and her willingness to involve public health personnel in it made the medical phase of the program one of its strongest points. Dr. Agna is representative of the kind of public administrator who is flexible and adaptable, and her ease and familiarity with the administrative structure of other county agencies made the implementation of the program much more easily facilitated.

The opinion of almost all the health personnel is that future programs should attempt to involve the whole family in the program, and that the health habits and needs of the whole family should be the concern of any program such as Head Start.

11249

Section 7: TEACHERS: HEAD START AND NON-HEAD START

1. Introduction

The long-term continuing impact of the Head Start Program on the teachers of Greene County is one of the most important aspects of the study, and will be difficult to assess until a longer period has passed. It is possible to make some determination of the short-term, immediate impact of the program.

In conducting this phase of the study, several central questions are most relevant:

1. What are the levels of knowledge about the Head Start program among the elementary teaching staff of the county schools, especially among those teachers who did not participate in the program?

2. To what extent, if any, have elementary teachers adopted new teaching methods and curriculum components based on the Head Start experience? To what extent do teachers advocate integration of features of the Head Start program, such as the use of non-professional teacher's aides to supplement the traditional role of the teacher in the classroom?

3. To what extent have those teachers who participated in Head Start communicated with other teachers and school personnel about the operation of the program, their evaluations of it and their new perceptions of the problems of disadvantaged youngsters?

4. To what extent do teachers perceive differences in behavioral patterns and learning abilities between disadvantaged youngsters

and those from more advantaged environments?

5. To what extent, if any, do teachers realize a need for new programs within the school situation to meet the continuing educational needs of disadvantaged youngsters? What new programs do teachers, both Head Start and non-Head Start, recommend to meet these needs.

6. What differences obtain between Head Start and non-Head Start teachers in terms of educational goals for pre-school programs? Do those who taught in the Head Start program stress more "expressive" goals as opposed to more "traditional" goals?

7. What evaluations of the Head Start program and its components are made by teachers in Greene County, both Head Start and non-Head Start? What are seen as the most beneficial phases of the program, and what are seen as the major disadvantages or shortcomings of the program?

The foregoing are general questions, and necessarily relate to the experience of but one county participating in the program. Greene County is, however, representative of a large number of similar rural-suburban counties. The opinions and evaluations of its teachers are a significant factor in assessing the impact of a community-sponsored "Operation Head Start" on career-oriented and professionally trained teachers in general. (Note: Additional evaluative data on the teachers is contained in the Appendix.)

2. Methodology

This phase of the evaluation study was largely dependent on the observations and attitudes of the teachers themselves, with

11251

corroborating material from other school personnel such as principals (who will be dealt with separately) and school superintendents and board members.

A total of 29 teachers taught in the Greene County Head Start program. Of these 29, four were unavailable for interviews; two had moved from the state and two were not teaching this year, and were eliminated since we wanted to assess the impact of the program on current teaching situations. The remaining 25 were matched with a random sample of 25 teachers in Greene County elementary schools, drawn from the total of almost 100 first-grade teachers in the county. Not all of the Head Start teachers have first-grade classes during the present school year, so the two groups are not matched in that respect. It was thought advisable, however, to include only first-grade teachers in the sample of non-Head Start teachers.

During late September and early October of 1965, unstructured interviews were conducted with 36 teachers in the county; 21 of the 25 available Head Start teachers and 15 non-Head Start teachers. These informal interviews were designed to 1) measure levels of knowledge of the program shortly after it ended, 2) assess the amount of inter-teacher communication about the program, 3) secure evaluations of the program with the recollections fresh in mind, and 4) develop the outline for a more structured questionnaire to be administered in a later phase of the study.

The data from these preliminary interviews was not quantified, but a few general observations at this point will give some indication of initial evaluations of the program shortly after it ended. Generally speaking, most teachers who had not taught in the program were fairly well aware of the details of it. Those teachers in schools used as Head Start centers or who knew Head Start teachers or children were more knowledgeable and more enthusiastic, and had a better understanding of the goals of the program. As a rule, the younger teachers with fewer years of experience expressed more positive attitudes toward the program.

In general, the amount of inter-teacher discussion of the program, shortly after the school year had begun, was low. Most teachers attributed this to heavy loads, lunchroom and playground duty, and the fact that the first few weeks of the school year precluded much discussion of any topic.

Most of the initial criticisms centered around 1) questions about the amount of money being expended on a small number of children, 2) a feeling that an expanded kindergarten program would accomplish the same goals and serve more children, and 3) resentment that other teachers had small classes and the help of aides while they struggled with classes of 30 and 35. One teacher said that "I heard about where they had 9 children in a class and the teacher had a helper. Here I have 32 children and I sort of resent that."

The Head Start teachers had some initial suggestions for improvement of Head Start. Some of the more typical suggestions: 1) better organization was needed, 2) communication among staff members should be increased, 3) more equipment and materials were needed, 4) the seven-week duration of the program was too short,

11253

and 5) testing, health and dental checkups and paperwork took up time that could have been spent teaching.. The Head Start teachers, however, were almost uniformly enthusiastic about the program in general. Almost every Head Start teacher praised the field trips to stores, farms, firehouses, zoos, the county fair, etc., as a most beneficial aspect of the program. Many of them stressed the opportunities for increased peer socialization on the part of the children. "The best thing was socially," said one teacher; "it taught a lot of children to get along with each other, to fit in with groups, and it taught the child that there were more adults than his own mother and father." Many teachers also mentioned the medical and dental examinations as positive parts of the program: "the medical part was the biggest education," commented one teacher. The involvement of the parents in the program was mentioned as a positive factor by almost three-fourths of the Head Start teachers. Many felt that the problems of the disadvantaged child in the classroom were inseparable from problems in the home environment.

Following the initial unstructured interviews with 36 teachers, semi-structured interview schedules were drawn up for both Head Start and non-Head Start teachers. Copies of these questionnaires can be found in the appendix. During January, 1966, 49 out of the 50 teachers in both groups were interviewed; it became impossible to interview one of the Head Start teachers.

There are seven school districts in Greene County. Two of these, Xenia and Fairborn, are city school districts, one (Yellow Springs) is an exempted village district, and four (Greenview,

11254

Cedarcliff, Beavercreek and Sugarcreek) are county districts of a rural nature. Below is a table listing the distribution of teachers interviewed among the seven districts:

TABLE 7-1

District	Head Start	Non-Head Start
Fairborn	4	7
Xenia	11	5
Yellow Springs	3	2
Greenview	1	3
Cedarcliff	1	2
Beavercreek	3	4
Sugarcreek	1	2
Totals:	24	25

3. Comparative Pre-School Goals of Head Start and Non-Head Start Teachers

A central aspect of the study of the two groups of teachers was an investigation of the relative weight given by each to different goals possible in a pre-school program. Two basic dimensions of teacher attitude toward goals were explored through the questionnaire. The first was the basic dimension of "innovative-expressive" goal orientation; the other the dimension of "traditional-restrictive" goal orientation. The preliminary interviews, although unstructured, seemed to indicate that a majority of Head Start teachers supported "innovative-expressive" goals, while a substantial minority of non-Head Start teachers were oriented toward "traditional-restrictive" goals.

In other words, it seemed that the Head Start teachers were less concerned with discipline in the classroom, providing adult models for child behavior, and the stress on pre-school experience

11255

as a preparation for traditional elementary school goals such as learning to read and write, as contrasted with non-Head Start teachers.

It was not possible, however, to study the attitudinal changes of either group of teachers in a before-after situation. The attitudes expressed below, then, should be carefully considered in light of the absence of any time-sequence variables. It is possible, for example, that the Head Start teachers were self-selected in terms of their perceptions of the explicit and implicit goals of Head Start, and that "innovative-expressive" oriented teachers possessed the characteristics of that dimension before teaching in the program, while "traditional-restrictive" teachers avoided applying for teaching positions because they felt at variance with the goals of the program as understood by themselves.

All 49 teachers were asked to choose from a list of ten preschool program goals the five they felt "most important", and the five they felt "least important". One non-Head Start teacher failed to complete this question; therefore, the responses noted below are for two groups of 24 teachers each. The 14 elementary school principals also completed this section of the questionnaire; their responses will be dealt with separately. Suffice it to say here that on every goal but one ("teach the child good manners and behavior") the responses of the principals closely approximated those of the Head Start teachers.

The ten goals the teachers were asked to dichotomize as "most important" and "least important" in a preschool program were:

11256

A. Teach the child good manners and behavior.

B. Give the child new experiences such as field trips.

C. Teach the child respect for and obedience to adults.

D. Give more involvement to parents in the educational process, through relation to teachers and the school.

E. Teach the child to recognize basic concepts such as colors, shapes, time, etc.

F. Expose the child to adults who serve as models in manners and behavior.

G. Prepare the child for learning to read and write.

H. Allow the child greater opportunity for self-expression.

I. Teach the child good habits of health and nutrition.

J. Improve the "give-and-take" of family life so that the child can become a significant member.

In selecting the goals to be presented to the teachers, it was felt that Goals B, D, H and J were central to the dimension of "innovative-expressive" orientation. Two of these, Goals D and J, relate to a basic concept underlying the Head Start program; that the involvement of parents in the educational process and the reciprocal involvement of the child in the family life are important goals in any program to work with disadvantaged children and their families. Underlying these goals is the conviction that the child cannot be dealt with outside the context of family involvement. The remaining two "innovative-expressive" goals, B and H, were also stressed as central to the Head Start program.

It was felt that Goals A, C, F, and G were components of the "traditional-restrictive" dimension. Goals A, C and F stress discipline and that aspect of socialization which is antithetical to the development of expressive modes of behavior in the child.

11254

Goals E (recognizing basic concepts of color, shape, time, etc.) and I (good habits of health and nutrition) were included as "neutral" goals, not comprising an essential component of either dimension. The Head Start and non-Head Start teachers placed different stress on each of these goals, but this is not felt to be indicative of basic personality cleavages between the two groups.

It may be instructive at this point to enter a note of caution in interpreting the data that follows. The stress on self-expression was not thought of by all participants and planners of the program as absolute. In fact, the director of the program emphasized this in discussing two of the Head Start teachers widely acknowledged to be particularly effective. He said that::

> "...these two girls had a tendency to think in terms of how we can best help these youngsters to get ready for the first grade. So, the curriculum patterns they had a tendency to set dealt a little bit on the discipline side; "I want these youngsters to be able to march lockstep; I want these youngsters to be able to go quietly here and there along the line." There was a tendency in some instances for them to cut down on individual expression and individual ingenuity... "

The director also noted that:

> "We're thinking about youngsters who came in many instances from environments or from households where a certain disciplinary instruction was good for them."

It is not a simple constellation of attitudes that we are attempting to measure here, then. But it is interesting to note that 75 percent of the Head Start teachers selected at least three of the four goals (B, D, H, and J) characterized as "innovative-expressive" among the five they chose as "most important", and none chose as many as three of the four "traditional-restrictive" goals as "most important". On the other hand, only

11258

42 percent of the non-Head Start teachers chose at least three of the four "innovative-expressive" goals, while 25 percent (as opposed to none of the Head Start teachers) chose at least three of the four "traditional-restrictive" goals as "most important" in a pre-school program.

The table below shows the percentage of each group choosing each goal as "most important" or "least important".

Table 7-2: Percentages Chosen by Each Group

	Head Start		Non-Head Start	
Goals	"Most Imp."	"Least Imp."	"Most Imp."	"Least Imp."
"Innovative-Expressive"				
B	79.2	20.8	70.8	29.2
D	75.0	25.0	58.3	41.7
H	87.5	12.5	66.7	33.3
J	58.3	41.7	20.8	79.2
"Traditional-Restrictive"				
A	41.7	58.3	58.3	41.7
C	12.5	87.5	50.0	50.0
F	37.5	62.5	33.3	66.7
G	4.2	95.8	45.8	54.2
"Neutral"				
E	33.3	66.7	41.7	58.3
I	62.5	37.5	45.8	54.2

Certain patterns emerge from this data to give partial corroboration to our hypothesis that Head Start teachers are more oriented to the dimension of "innovation-expression" in terms of pre-school goals. Let us summarize these patterns:

A. A majority of Head Start teachers chose as "most important" all five goals characterized as "innovative-expressive," with a majority also choosing the "neutral" goal of stress on good health and nutrition habits.

B. A majority of non-Head Start teachers chose as "most important" three of the four "innovative-expressive" goals, although in each instance by a smaller proportion than among Head Start teachers.

C. Two of the four goals characterized as "traditional-restrictive" ("teach the child good manners and behavior" and "teach the child respect for and obedience to adults") were chosen by at least half of the non-Head Start teachers as "most important".

D. One of the "traditional-restrictive" goals ("expose the child to adults who serve as models in manners and behavior") was chosen by more Head Start teachers than non-Head Start teachers, although by only one more teacher.

Of more significance, perhaps, are the marked discrepancies of goal-orientation between the two groups of teachers. Let us summarize these discrepancies:

(See Table 7-3, following page)

TABLE 7-3

Goal Discrepancies Between Head Start and Non-Head Start Teachers

Goal	A. Percent Head Start Teachers Choosing as "Most Important"	B. Percent non-Head Start Teachers Choosing "Most Imp."	C. Discrepancy A - B
J	58.3	20.8	+37.5
H	87.5	66.7	+20.8
D	75.0	58.3	+16.7
I	62.5	45.8	+16.7
B	79.2	70.8	+8.4
F	37.5	33.3	+4.2
E	33.3	41.7	-8.4
A	41.7	58.3	-16.6
C	12.5	50.0	-37.5
G	4.2	45.8	-41.6

As the foregoing table illustrates, the goals with the most positive value-discrepancy; i.e., chosen more frequently by Head Start teachers as compared with non-Head Start teachers are, without exception, "innovative-expressive" goals. The two goals with the greatest positive value-discrepancy are J (improving the "give-and-take" of family life) and H (allowing the child greater opportunity for self-expression). The two goals with the greatest negative discrepancy; i.e., chosen more frequently by non-Head Start teachers as compared with Head Start teachers, are both "traditional-restrictive". They are G (preparing the child for learning to read and write) and C (teaching the child respect for and obedience to adults).

11261

In summarizing the foregoing data, it is clear that Head Start teachers value as most important "innovative-expressive" pre-school goals to a greater extent than non-Head Start teachers in Greene County. A large majority (three out of four) Head Start teachers were clearly oriented toward the "innovative-expressive" goal dimension, while less than a majority (about two out of five) non-Head Start teachers shared this same basic orientation. However, one cannot say anything about the question of attitude change as a result of the Head Start experience, since the data does not record this. This point should be kept in mind, and the data considered suggestive and exploratory rather than definitive.

It is interesting that when the Head Start teachers were asked,"which two goals do you think were stressed as most important in the training sessions for Head Start teachers and staff?". 75 percent chose Goal H (allowing the child greater opportunity for self-expression) as the most-stressed goal. Two other goals were also frequently mentioned as having been stressed; Goals B (new experiences) by 50 percent, and Goal D (involvement of parents) by 41 percent. Surprisingly, one goal stressed as "most important" by a clear majority of the Head Start teachers in their own value-orientation (Goal J; improving the "give-and-take" of family life) was mentioned by only one teacher as having been stressed as "most important" in the training sessions.

A subsequent question asked of Head Start teachers was, "which two goals do you think were best achieved by Head Start?" Six of the 24 Head Start teachers did not answer this question. Of those that did respond, only two goals were mentioned by half or more of

11262

the respondents. Every responding teacher (100 percent) cited Goal H (opportunity for self-expression), while two-thirds (67 percent) mentioned Goal B (new experiences).

The only major difference between the responses to the two questions is that whereas 41 percent of the Head Start teachers felt that Goal D (involvement of parents) was most stressed in the training program, only about half that proportion, 22 percent, felt that it was one of the two goals best achieved by Head Start.

4. Evaluation of the Program by Head Start Teachers

Both groups of teachers were asked to evaluate the Head Start program in terms of a) the most beneficial parts of the program, and b) the least beneficial parts or major drawbacks to it. In this section, we will deal with the evaluations of the Head Start teachers; in the following section, with the evaluations of the non-Head Start teachers.

4a. Evaluations of Beneficial Aspects of Program by Head Start Teachers

Every Head Start teacher mentioned at least one beneficial result of the program. Although the question asked was unstructured and open-ended, it was possible to do a rough quantification of the response in terms of basic themes. This analysis showed that eight factors were most often mentioned by the Head Start teachers as beneficial aspects of the program. These eight aspects of the program, beginning with that most frequently mentioned are:

1. The exposure of the child to new experiences.

11263

2. The use of medical and dental facilities to a) detect health deficiencies among the children, and b) instill good health and nutrition habits among the children.

3. Increase opportunities for peer socialization.

4. Remove the child from the home environment.

4. (Mentioned with same frequency as previous response) Expose the child to opportunities for self-expression.

6. Expose the child to the school atmosphere and experience.

6. (Mentioned with same frequency as previous response) Give greater involvement to the parents in the school experience.

8. Give the child opportunity for independent and creative action.

The verbatim comments of the teachers are most illuminating, as to the beneficial aspects of the Head Start program. Typical examples include the following:

"It gave the kids from large families a chance to get away from brothers and sisters, and to be free and independent. It also gave them an idea of what school would be like." Another comment: "Some who stood in the corner and burst into tears if you glanced at them in the beginning would later enter the room and run to the toy box. They became quite verbal." Another: "The children's improved or new appreciation of health activities." And a final comment on the beneficial aspects of the program:

> "This business of self-expression is very important in a child's life. They were often very submissive and shy. It becomes quite a feat to get them to engage in conversation, to tell about themselves. My most satisfying achievement was to cultivate a desire to express themselves, done mainly through coercion. Their parents have lacked the time to devote to their children. Many children became happy and overjoyed, bubbling with things to say, after visiting the police station or the fire department."

11263

The beneficial aspects of the Head Start program cited by the teachers generally fell into two broad categories. One includes aspects which allow the child opportunity for creative self-expression. Related to this is the involvement of the parent in the Head Start program. The other broad category includes aspects which increase the socialization of the child, in terms of peer-interaction, medical, dental and nutritional habits and the more negative aspect of removing the child from a home environment seen as contributing to his disadvantaged status.

4.b. Evaluations of Drawbacks of Program by Head Start Teachers

Again, as was the case with the previous question, this was asked in an unstructured, open-ended manner, and the results are not easy to quantify. A rough grouping of the complaints by major theme shows that only six coherent groupings of drawbacks or deficiencies were mentioned by the Head Start teachers. Only three of the 24 Head Start teachers failed to mention at least one drawback of the program. But the remaining 21 did not cluster around any specific complaint. Six were mentioned by at least two Head Start teachers. They included:

1. A lack of materials with which to work.
2. A lack of staff coordination, especially between the teachers and the center coordinators, who were responsible for family contact.
3. An insufficiency of time for proper planning.
4. Too short a time (seven weeks) for the program to have a substantial impact on the child.
5. A lack of continuity in contact with the parents.
6. A desire for more careful screening of staff, especially among the teacher's aides and coordinators.

By and large, these citations of deficiencies and drawbacks were scattered, and probably could have been expected in any program planned as quickly as was Head Start in Greene County. No one complaint was mentioned by more than five teachers, and the last three listed above were mentioned by only two teachers each. Several verbatim comments, however, might give more insight into the major deficiencies of the program.

One teacher commented: "those teachers not having primary education experience were at a loss. There should be more careful screening of teachers." Another comment: "there was freedom in the Head Start program, and there is not in kindergarten. Also, I think the coordinators were too busy to be talked to." A third comment: "there was insufficient time for intercommunication between staff for planning and general consultation. And there was an unevenness of equipment among centers; I had nothing but a room myself."

5. Evaluation of the Program by Non-Head Start Teachers

5a. Evaluation of Beneficial Aspects of the Program

The non-Head Start teachers were asked the same evaluational questions as those who taught in the program. A rough quantification of the responses of non-Head Start teachers shows that five broad categories of beneficial aspects were mentioned by the non-Head Start teachers. These include:

1. The exposure of the child to new experiences, especially through field trips (15 of 22 responding non-Head Start teachers cited this).
2. Increased opportunities for peer socialization and the development of group skills.
3. The individual attention given to children who in most cases have lacked this in the home environment.
4. The opportunity for creative expression and traits of "self-actualization."
5. The involvement of the parents in the educational process and the Head Start program.

Only one of the foregoing aspects of the program, that of new experiences, was mentioned by more than five of the 25 non-Head Start teachers. The range of aspects mentioned, however, was fairly broad, and a few verbatim comments will illustrate some of them:

11267

"It puts the child in an environment where the adults are different in showing love and understanding from others they have known," commented one non-Head Start teacher. Another felt that Head Start provided "an opportunity to mix with other children and an enrichment of cultural material not present in the home." A third felt that Head Start "gave the children a chance for interaction with other children and special attention, love, not always received at home. The most important part is for a child's personality to develop."

In general, however, few non-Head Start teachers volunteered extensive comments on the beneficial aspects of the program, and the comments given often lacked a concrete understanding of the details and goals of the program. It would seem, as a parenthetical comment, that more communication to teachers in general about the goals and details of the Head Start program would increase general understanding and acceptance of it.

5.b. Evaluation of Drawbacks of Program by non-Head Start Teachers

Asked to evaluate the major drawbacks or least beneficial parts of the Head Start program, non-Head Start teachers generally avoided any specific criticisms. During the preliminary interviews, several teachers expressed doubt that the amount of money expended on the program matched its benefits, but this criticsm was voiced by only one non-Head Start teacher during the structured interviews. The largest percentage (40 percent) expressed no opinion as to deficiencies or drawbacks of the program.

Aside from the expression of no opinion, generally based on a professed lack of knowledge of the program, only two themes

11263

were mentioned by more than one non-Head Start teacher. The first was that the program was too hastily put together, with a corresponding lack of organization. Another small group felt that the program failed to meet the entire need in the county, that not all those who could be classified as being in the "poverty" category were enrolled in the program. Additional scattered complaints were that the program "tagged" the poor by segregating them into a separate program, that the use of non-professional staff was a poor idea, that there was a lack of discipline in the classroom, and that there were poor parent-school relations.

A few typical comments on Head Start deficiencies by non-Head Start teachers: "It did not reach as many children as it should have, especially since many culturally deprived children did not officially qualify;" "The program created resentments among other teachers because of resources, class size, teachers aides, etc. The resources should have been more evenly distributed throughout the school system;" "It wasn't long enough; the time was too short." On the whole, however, the non-Head Start teachers were not vocal in their attribution of drawbacks to the Head Start program in Greene County. Partly, this was a function of lack of knowledge of the specifics of the program; again, criticism may have been muted because the interviewers represented to the non-Head Start teachers the Head Start program itself. Many of them expressed more definite opinions during the informal preliminary interviews conducted shortly after the program ended; three themes predominated in these interviews: 1) the children now in the public schools exhibit lack of discipline ("they're climbing the walls," said one teacher), 2) thinly veiled expressions of resentment and envy that Head Start teachers had smaller classes with aides to help them in the classroom, and 3) a general suspicion of Federally funded programs, often expressed in concern for the large amounts of funds expended on a small group of children. In general, however, the non-Head Start teachers were sympathetic to the program and the criticisms expressed were neither pointed nor specific. It seems obvious that the non-Head Start teachers suffered from a distinct lack of knowledge of the functioning of the program.

6. Recommendations of Head Start Teachers for Program Improvement

Head Start teachers were asked, "If the Head Start program were continued this summer in Greene County, what recommendations would you make for improving it?" Although this question was designed to elicit specific suggestions for program quality and performance improvement, it supplemented to some extent the answers given to the general question on program deficiencies. However, the Head Start teachers did have five general suggestions for program improvement, abstracted from the open-ended responses:

1. More materials should be provided, and the distribution of these materials should be more equitable, with procurement and distribution centralized.
2. Head Start teachers felt that applicants for positions as teacher's aides and coordinators should be more carefully screened, especially in terms of matching the non-professional personnel with the teachers. Several teachers reported personality conflicts with the coordinators, and, to a lesser degree, with the teacher's aides.
3. The lack of effective transportation facilities was frequently mentioned, with several teachers recommending

11270

ways to avoid having to use personal automobiles. In this connection, it should be remembered that the county and the individual school districts did not provide school buses to transport the Head Start youngsters, and several coordinators lacked effective transportation for family visits.

4. Several teachers felt that teachers themselves should be more carefully screened. In general, these comments suggested that only teachers with previous elementary teaching experience be used in the Head Start program, with the implication that teachers lacking this experience are at a disadvantage in the classroom.
5. Teachers also stressed the need for more available time to devote to planning classes and out-of-class programs, and for more time for intra-staff conferences, especially between the teachers and the coordinators.

These were the only suggestions for improvement that were mentioned by more than a handful of Head Start teachers. Significantly, all of them relate to administrative problems, such as staff, materials, and transportation. None of the suggestions for improvement of the program recommended any basic alteration of the content and goals of the program, except for one teacher, who wanted the goals more explicitly defined. On the whole, the teachers felt quite satisfied with the expressed freedom to develop and carry out their own teaching program.

A few verbatim comments by the teachers will serve to illustrate their recommendations for improvement:

11271

> "There should be less paperwork and less stress on what I can put on paper about the child. The classrooms should be better prepared in terms of supplies - paper, pencils, clay, paint. The teacher in charge of the unit should not also be teaching; these roles conflict in terms of time and responsibility."

Another comment:

> "There should be more supplies for Head Start teachers, such as paste, and paper. The first three days there were no supplies; when we ran out we sometimes didn't know where to get money for more. They need better organization in supplying materials."

A third comment:

> "There should be more thorough job descriptions for the aides and coordinators. The coordinators had too much to do, especially if they had more than one unit to work with."

In general, the recommendations listed above are illustrative of the problems of any hastily-organized and new program. Certainly, if Head Start continues, the administrative problems of supply management and distribution will become more expeditiously handled, and personnel selection and matching will become more easily dealt with. It is interesting in this connection that the recommendations of the teachers were shared by the Social Service Coordinator of the Greene County program, who said that "there were questions, maybe from a teacher; 'well, we're out of toilet paper. Do I see the janitor or does he replace it, or does Head Start buy it?' And to be quite truthful with you, I wasn't always sure." As to recommendations for more thorough screening of the non-professional staff, the Social Service Coordinator had this to say:

> This was the group who benefitted most from the program, but screening for these people is very difficult because until you get them in the program you don't know whether they are the person for the job."

11272

In summary, it is clear that the recommendations listed by the teachers relate to problems of which the administrators are cognizant, and that the teachers expressed little desire for changes in the basic pattern of instruction.

7. Summary of Section

As one phase of this study, interviews were being conducted with 24 of the 25 available Head Start teachers in Greene County and with a sample of 25 non-Head Start first-grade teachers from the seven school districts in the county.

Referring back to the seven questions posed in the introduction to this section, let us suggest answers based on the data presented and discussed.

1. The level of knowledge of the Head Start program in Greene County among elementary teachers is high. Those teachers with the greatest knowledge of the goals and operations of the program are more likely to be either teaching in a school in which a Head Start teacher is also present, or to have Head Start children in the present classroom. However, few teachers were aware of such details of the program as the number of students enrolled and the name of the director. Every teacher interviewed was aware of the existence of the program, but few who had not taught in it had any direct experience with it, such as having visited a center.

2. Communication about the program was dependent on the availability of a proximate source of information. All but one of the Head Start teachers had communicated with other teachers about the program, but in those schools in which Head Start

teachers were not teaching, few non-Head Start teachers had discussed the program with anyone connected with it. The differences in attitudes between those non-Head Start teachers who had discussed the program with a Head Start teacher (half of those interviewed) and those who had not were slight, and did not seem to affect the evaluation of the program. The data indicate that differences in attitude among non-Head Start teachers are more dependent on basic personality factors and previous disposition toward experimental and innovative programs than upon contact with Head Start personnel. However, the lack of concrete knowledge of the program is so widespread, especially in schools lacking a Head Start teacher, that some form of increased information program is indicated.

3. Four out of five teachers interviewed in both groups expressed a desire to see new programs initiated by the schools to help disadvantaged youngsters overcome their disabilities in the learning situation. Three out of four teachers in both groups indicated that they favored the initiation of a program to utilize non-professional supplementary personnel in the classroom, such as the teacher's aides used in the Head Start program. The overwhelming response of both groups was that pre-school programs should be incorporated in the regular curriculum, and most favored a full-year or nine-month pre-school program.

4. Two-thirds of the Head Start teachers reported significant attitudinal changes toward their present role in the teaching situation, which they attribute to the Head Start experience. Head Start teachers report that they have gained 1) better

understanding of the needs of the child as an individual, and 2) a greater sense of the importance of creative self-expression as a necessary component of primary education.

Few instances were reported of the introduction of new curricular or methodological tools and concepts by the Head Start teachers, but they felt a greater ability to relate to the "whole child" in their teaching. The problems of disadvantaged children were seen more clearly as arising from environmental and situational causes rather than as an attribute of the child alone.

Both Head Start and non-Head Start teachers supported the introduction of new programs to help the disadvantaged child overcome his disabilities. Among these, in addition to the utility of non-professional supplementary personnel mentioned above, are 1) the use of field trips to broaden experience and social knowledge among all children, and 2) a greater stress of medical, dental and nutritional habits.

5. Both Head Start and non-Head Start teachers perceive behavioral and learning ability differences between disadvantaged and advantaged children. The most frequently mentioned differences were 1) disadvantaged children are seen as lacking motor skills and physical coordination, 2) they have less developed verbal and expressive capabilities, 3) they have less developed peer relation and adult-child interactive abilities, and 4) they have a more constricted range of social experience and recognition of basic concepts of color, time, etc. Both groups of teachers felt, to some extent, that the disadvantaged child had a less well-developed and positive self-concept than did other children.

11275

6. Head Start teachers place greater stress on "innovative-expressive" pre-school goals than do non-Head Start teachers, who are more likely to choose "traditional-restrictive" goals as important. These differences are not sharply dichotomized, but are indicative of general tendencies. There appears to be little correlation between the choosing of "innovative-expressive" goals rather than "traditional-restrictive" goals and such factors as support of the Head Start program, knowledge of it, amount of communication about the program and support of such innovations as the use of teacher's aides. It is felt, in the absence of such evidence, that more research needs to be done on the dimension of goal-orientation among teachers. In general, however, Head Start teachers placed less stress upon discipline and the socialization of the child in terms of adult models of behavior and more upon self-expression and involvement of the family in the educative process than did the non-Head Start teachers interviewed.

7. Both groups of teachers expressed almost unanimous support of the Greene County Head Start program, although both groups expressed several criticisms and suggestions for improvement of future programs. Most criticisms, however, related to administrative problems generic to any newly-instituted and experimental program that was hastily planned. Few teachers expressed any criticism of the method of instruction and the basic components of the program itself.

11276

Section 8: ELEMENTARY SCHOOL PRINCIPALS

1. Introduction

In an evaluation of the Head Start program, the attitudes and experiences of elementary school principals are important aspects to consider. The Greene County Head Start program did not involve the elementary principals in any direct way, but their cooperation and knowledge of the program is essential, especially in terms of future pre-school programs, whether specifically Head Start or other similar programs.

In this phase of our evaluation study, the following questions relating to the principals were considered important:

1. What are the levels of knowledge of the program by elementary principals in the county? To what extent are they aware of the involvement in the program of the children in their school, the teachers and the school system in general?

2. What perceptions do the principals have of the needs of disadvantaged children? To what causes do they attribute these needs, and what kinds of pre-school programs do they feel are best suited to the needs and resources of their particular school?

3. What communication about the program has taken place between the principals and the teachers? Have the principals taken an active interest in the experience of their teachers and children in the program?

11277

4. Do the principals see the larger family and community context in which the problems of disadvantaged children are set, or do they view these problems solely in terms of the school situation?

5. What evaluations do the principals have of the Greene County Head Start program? What do they see as the major benefits and drawbacks of the program?

6. In terms of the continuation of Head Start in the county, what recommendations seem best oriented toward gaining the cooperation and participation of the elementary principals?

7. What differentiating factors, if any, account for the degrees of support and participation in the Head Start program?

2. Methodology

A sample of 14 elementary school principals in Greene County was selected, and an interview schedule was constructed for these principals. A copy of this schedule is contained in the appendix to this report. During January, 1966, all 14 principals were interviewed. The sample was not selected randomly; it was thought most advisable to select respondents from among those principals 1) whose schools had been used as Head Start centers, 2) whose teaching staff contained one or more Head Start teachers, or 3) who had been involved in the planning of the program. In addition, three principals were selected who had no formal connection with the program and whose schools were not used as centers or contained Head Start teachers. Rather than a strictly random sample of principals,

11278

it was thought best to select them in terms of the probability of general acquaintance with the program, with the inclusion of some who had little or no contact with the program. Thus, the sample covers a wide spectrum of knowledge and involvement of the program.

3. Characteristics of the Principals

With a small sample, it is not necessary to present lengthy statistical summaries on the characteristics of the sample. In this case, the following summary should give an adequate listing of the most relevant characteristics:

1) The principals were all men. They had been the principal of the school they are now in, on the average, for 4.7 years. They had been a principal in the school district they are presently in for an average of 7.1 years, and had been a school principal for an average of 10.1 years.

2) Only two of the principals are presently doing any classroom teaching, but all except one have done classroom teaching in the past. All but one of the principals who had done classroom teaching had four or more years of classroom experience, and 9 of the 14 had done most of their teaching above the primary level; i.e., seventh grade or above. Only 6 of the 14 had done primary teaching, and none of them had taught first or second grade.

3. All but three of the principals have more than 100 first grade children in their school. The average number of first grade children is 159, with the largest number being 320 and the smallest 53.

4. Half of the principals interviewed (7 of the 14) were from the two city school districts in the county; the other half were distributed among the rural county districts.

5. Three of the 5 principals who served on the Head Start planning committee were among those interviewed.

4. Sources of Information About Head Start

Half of the principals had been approached initially by one of the staff people connected with Head Start. Most of these were contacted by either Joel Davis, the community organization specialist, or by Vaughn Lewis, the Head Start director. One or two mentioned contacts from the county superintendent or exposure through attendence at planning meetings. The remainder mentioned having heard about the program through newspapers. Several principals did not clearly remember how they first heard of the program and were vaugue in answering the question.

5. Initial Reactions to the Head Start Program

Half of the principals reported an initially skeptical reaction to the Head Start program. Many of them felt that some sort of preschool program would be beneficial, but doubted the need in their own district, or felt that it was too hastily planned. Only four of the principals expressed an unqualified initial enthusiastic response. One of these said that "I thought it was an excellent idea. I was very pleased that the disadvantaged child could come to a school."

11280

A typical skeptical response was that "First of all, I might have been a little dubious about the effectiveness of such a brief and expensive program." On the whole, there was a noticable lack of initial favorable response on the part of the elementary principals, which has clear implications for the future planning and operation of the program.

6. Involvement in Recruiting and Planning of Head Start

Eight of the 14 principals reported that they had been involved in the selecting or recommending of children for the program, but only two reported an active participation in the actual recruiting of the children. One principal had been chairman of the Cedarville Head Start local committee, and called on several parents to ask them for the participation of their children. Most of the other principals either submitted lists of possibly eligible children to the Head Start committees or recruiters such as public health nurses, or took no part in the recruiting of children.

A majority of the principals (9 out of 14) reported some involvement in the planning of the Head Start program. Those who did report participation in planning varied in the amount and extent of involvement. Five reported substantial involvement, such as attendence at several planning meetings or having been assigned specific duties. One principal, who expressed the most enthusiasm for the program, reported that "I was on the Head Start committee, and was also on a subcommittee to work on teacher in-service and the selection of teachers for Head Start." Another principal, who was not enthusiastic about

11281

the program, said that "I went to umpteen meetings with mothers and tried to help find mothers and children for the program." A third principal, at whose school one of the largest centers was located but who expressed little enthusiasm for the program, said that

> "I was on a committee that did planning at the very beginning to set the program up. We were concerned with goals, determining the facilities, etc."

On the whole, however, the involvement in the planning of Head Start by the principals was minimal, usually limited to identifying those children who might qualify. This lack of involvement in the planning carried over to the operation of the program. Only one principal reported having visited the Head Start center during the summer specifically to see how it was working.

7. Perceptions of Numbers and Characteristics of Disadvantaged Children

All but three of the 14 principals could identify the number of Head Start children now in their schools, but many of them had to check files to ascertain the number. There was no apparent connection between support for the program and the number of children in the school who had been in Head Start. One principal, with 60 Head Start children in his school, expressed no desire to institute programs for disadvantaged children and felt that the most beneficial aspect of Head Start was that children learned manners and received social values not learned in the home environment.

Only four principals estimated that there were 20 or more first-grade children in their school from "socially and economically deprived families." Several used as a criterion the number of children in the

11282

free lunch program. Eight of the 14 estimated that more than 10 percent of the first grades were from disadvantaged homes, while the other six estimated the number at 3 percent or less. Of the 8 principals who estimated that 10 percent or more of their first graders were from "deprived" homes, half said that they would want their school to participate "a great deal" in future Head Start programs, while none of the 6 principals with 3 percent or less of the children from "deprived" homes wanted "a great deal" of participation. However, it should be kept in mind that the three principals reporting the greatest percentages of disadvantaged children in their school would prefer involvement by school and staff only "somewhat."

8. Pre-school Goals of Elementary Principals

The elementary school principals were presented the same list of ten pre-school goals given the Head Start and non-Head Start teachers, and asked to choose the five felt "most important" and the five felt "least important."

It should be kept in mind when considering this data that the sample is small and possibly unrepresentative. However, one can see that the principals more closely resembled the Head Start teachers in terms of goal orientation than they did the non-Head Start teachers, with the exception of one goal, that of teaching the child good manners and behavior. But in the case of every goal but two, the principals fell between the Head Start and non-Head Start teachers in percentages of "most important" choices.

It is possible that the principals chose the "safe" and "acceptable" goals stressed in the Head Start program, in part because as administrators they tend to shy away from the expression of personal rather than institutional opinion, and partly because the interviewers represented both Antioch College and the Head Start program.

The following table shows the percentages of principals choosing each goal as "most important" and "least important" in a pre-school program. A listing of the goals can be found in the section on the teachers. To summarize briefly, Goals B, D, H and J are considered indicative of the dimension of "innovative-expressive" orientations toward pre-school programs, while Goals A, C, F and G are considered "traditional-restrictive." Goals E and I are characterized as neutral and are not necessarily a component of either dimension.

Table 8-1: Percentage of Principals Choosing Goal

	1) Innovative-Expressive				2) Traditional-Restrictive				3) Neutral	
	B	D	H	J	A	C	F	G	E	I
Most Important	57	64	79	57	57	29	43	21	36	57
Least Important	43	36	21	43	43	71	57	79	64	43

It can be seen that a majority of the principals chose as "most important" all four of the goals characterized as "innovative-expressive." Of the four goals characterized as "traditional-restrictive," only one was chosen as "most important" by a majority of the principals. However, all but three of the 14 principals chose

11284

at least one of the "traditional-restrictive" goals as "most important." The principals are much less likely than either group of teachers to cluster around one or the other orientation, although principals placed less stress than either group of teachers on the goal of giving the child new experiences, and were more likely than either group of teachers to stress the exposure of the child to adult models of behavior.

9. Perceptions of Differences Between Disadvantaged and Other Children in Terms of Learning Ability and Behavior

The principals were asked 1) whether, in their opinion, the Head Start children were different in terms of learning ability or behavior from non-Head Start children, and 2) what differences they could perceive between disadvantaged and other children in general in terms of learning ability and behavior.

Ten of the 14 principals felt that disadvantaged children in general had differential learning abilities and behavior patterns than did other children. One or two of the principals attributed these differences to genetic causes, i.e., children from low-income families inherit low intelligence from their parents. Most, however, did attribute the disabilities of low-income children to the lack of social experience generally characteristic of low income families. One said:

> "they lack experiences common to other children, which affects both learning ability and behavior adversely in terms of inferiority feelings, slowness in learning, etc."

Another felt that:

> "Some of the orneriest children are from rich homes, but they are easier to correct than the kids from deprived homes who have been that way from birth; it's a matter of conversation at home, the books they read, the food they get."

11285

A majority of the responding principals felt that they could not judge whether there were any differences between the children who had been in Head Start and those who were not in terms of learning ability or behavior. Most said they had not consulted with the teachers about this. Only three principals felt that they could tell a difference. One of these felt that

> "These children were better adjusted to school than they would have been without Head Start. They felt more secure, more a part of the group."

Another principal who could tell no difference said that

> "There were no significant differences. It is hard to evaluate because they are like the other children. Maybe that is the best thing (about the Head Start program.)"

10. Evaluations by Principals of the Head Start Program

The principals were asked "What did you consider the most important goals of the Head Start program?"

In general, the principals placed great stress on the goal of social adjustment and the ability to become a functioning and integrated member of the peer group. One principal even stated that to "teach middle class values" was a goal of the program, while another felt that giving the children "a chance to receive social values that other children receive at home" was the primary goal of the program. Only five of the principals felt that providing new experiences for the children was a primary goal. One principal defined "the fact that the child had a chance to discover his own identity" as the primary goal and achievement of the program.

However, there was a clear tendency on the part of the principals to stress the adjustment of the child to the school and peer situation as the most important goal of the Head Start program. The goals of self-expression and the development of identity were not seen as important. Such goals as "orientation to the formalized school program" and "introduction to rules and procedure in the classroom" were paramount for almost every principal.

The principals were also asked to discuss "what you thought were the most beneficial aspects of the Head Start program." Again, as in the case of goal-orientation, the emphasis was on social adjustment and school readiness. Comments such as these were typical:

> "One of the most beneficial parts of the program was getting them in a working relationship with other children and adults... necessary for initial school adjustment;"
>
> "Very beneficial in readying children for school;"
>
> "learning to follow instructions of adults other than their parents."

One principal even expressed the opinion that if the child is learning group behavior in the environment of other children, "it wouldn't matter what the child did when he got there."

Five of the principals felt that the gaining of new experiences by the children was the most beneficial aspect of the program, although some principals listed this as subordinate to social adjustment. One principal said that Head Start was most beneficial in "giving experiences the children hadn't had before, and the opportunity for self-expression and a sense of accomplishment."

11287

In contrast to the Head Start teachers, the principals viewed the Head Start program as less concerned with the individual child and more concerned with his role in the school situation. The beneficial aspects of the program were defined in social adjustment terms, and only one principal unequivocally stressed the "innovative-expressive" orientation in discussing the goals and accomplishments of the program.

More than half of the responding principals felt that the main drawback or deficiency of the program was that it was too hastily planned and that not enough time was available for planning. Several principals also felt that the seven-week duration of the program was too short, and that pre-school programs should run for a longer time, either all summer or during the regular school year. As far as curriculum or program content was concerned, few drawbacks were noted; many of the principals felt inadequately acquainted with the details and operation of the program.

Two counterposed comments will illustrate the divergence of feeling about the program among the principals. The first comment, from a principal in a rural, fairly conservative community, was that

> "There was too much emphasis on self-expression. Children were riding tricycles and bicycles in the halls and on the roof. Most of the kids had brothers and sisters and already knew how to get along with other kids."

The other principal, from a progressive community, having an ungraded and innovative elementary school, felt that

> "It was unfortunate that many teachers tried to conduct these classes like the normal classroom. Regimentation and an archaic philosophy of education were characteristics of such classes; these children were not yet ready for a regimented learning situation."

On the whole, the only prevalent criticism of the program was that it was planned in too short a time.

11288

11. Communication with Teachers About the Head Start Program

All but two of the principals had discussed the Head Start program since the school year began with one or more teachers. Nine of the 14 had discussed the program with three or more teachers. Half of the principals felt that, in general, the teachers in his school were enthusiastic about the program; the other half felt that they were generally indifferent about the program. Several stated that those who knew about the workings of the program were enthusiastic and the rest were mostly indifferent. Only three of the principals said that Head Start had been discussed at teacher's meetings since the school year began, and six of the 14 said that it had been discussed at meetings of the principals and school superintendents. One said that "the superintendent brought it up only in mentioning the physical part of the operation; which buildings would be used, the cafeteria, etc."

On the whole, the extent of communication between teachers and principals and between principals and superintendents was limited. While most of the principals reported having discussed the program with one or more teachers, Head Start was not discussed at teacher's meetings, and the minority of principals who reported discussion with the superintendent said that discussion was limited to operational problems such as facility utilization.

12. Identification of Personnel of Agencies and Organizations

The principals were much more able than the teachers to identify the personnel of local and county agencies and organizations. Head Start teachers, on the average, could identify 5.8 of the 12 occupants of positions listed, and non-Head Start teachers only 3.8 of the occupants of these positions. The principals, however, could correctly identify the occupants of 10.6 of the 12 listed positions. In addition, the occupants of four of the positions were correctly identified by every principal. The table below lists the positions and the percentage of principals correctly identifying the occupant of each:

Table 8-2:

Position	Percent of Principals Identifying Occupant
President of local school board	100
Another member of local school board	100
Local PTA president	100
Any member of Public Health nursing staff	100
County Superintendent of Schools	93
Greene County Health Commissioner	79
Any member of Greene County Commissioners	79
Director or staff member of Greene County Guidance Center	64
Director of Greene County Head Start program	64
Commissioner of Greene County Welfare Department	57
Staff member of Agricultural Extension Service	50
Chairman of Greene County Council on Community Services	21

Interestingly, the only position-occupant not identified by at least half of the principals was that of chairman of the Greene County Council on Community Services, which organized and planned the Head Start program. In addition, less than two-thirds could identify the director of the Head Start program. However, the director of the Head

11290

Start program, although he was not universally identified with his position, is probably the best-known educator in the county. During his 34 years of residence in the county, he has served as county superintendent of schools, superintendent of the largest district in the county system and as a school principal. The identification of him as a person would undoubtedly be greater than the identification of him as the Head Start director. It should be emphasized, however, that the sample is small and possibly unrepresentative of the total population of principals. The principals are, nonetheless, quite knowledgable about the personnel of the local and county school, health, and welfare agencies.

13. Attitudes Toward, and Suggestions for, Programs Directed Toward Disadvantaged Children

The principals were asked several questions related to innovative programs in the schools. In general, it was found that principals supported the introduction of new programs designed to meet the needs of disadvantaged children, including the concept of teacher's aides used in the Head Start program. But the principals also felt that such programs should be expansions of existing programs or new programs not really directed toward the disadvantaged pre-school child. For example, the stress on remedial reading programs has little relevance to pre-school programs, although it may meet the needs of older disadvantaged children.

About four out of five of the principals (11 of 14) supported the idea of using non-professional teacher's aides as supplementary personnel in the classroom. This is about the same percentage of teachers who supported the idea. One principal felt that such a program would benefit the parent, who "would develop insights into child behavior and development," but that he, as an administrator, felt that it would place added burdens on him and would not be worthwhile. Most principals also wanted to limit the extent of the aide function to duties that would not transgress on the professional domain of the teacher. Playground and lunchroom supervision, clerical work such as checking attendence and collecting monies, distributing materials and routine paper grading were among possible uses of the aide frequently mentioned.

Half of the principals expressed no knowledge of special programs begun this year or planned for the future to meet the needs of socially and economically deprived children, although several mentioned that planning was underway but that details were lacking. Those who did know of programs did not mention specific programs, but merely plans for implementation of Elementary and Secondary Act possibilities, especially under Title I.

Asked to define programs they would like to see instituted for deprived children, all but one responded. Those most frequently advocated were remedial reading programs, initiation or expansion of kindergarten programs, and more extensive physical education programs. One principal mentioned a combination of counselors, nurses and social workers to deal with the entire school and home environment of the disadvantaged child, and one or two wanted to broaden the field trip experiences initiated by Head Start. One put it this way: "It could best be described as a guarantee of equality of opportunity."

11292

Of the 14 principals, only four expressed the opinion that they would want their school and teaching staff to be involved in Head Start "a great deal" in future programs. The other 10 chose "somewhat" as a category, while none chose "slightly" or "not at all." One principal, from a conservative, rural district, said that "I personally feel that there is a limit where schools are involved. Schools are to train the mind and not all these other things. I think it's a trend pushed forward more rapidly through Federal funds being made available. Schools are expected to entertain children 24 hours a day."

All but two of the principals had suggestions and recommendations for improvement of the Head Start program if it were carried on in the future. One principal summed up the general recommendation, and provided an insight into the reason the principals generally lacked enthusiasm for the program;

> "More school people should be involved. We were called to a meeting where they had written the goals of the program. We might have been more involved and interested in the work."

The most general recommendation was that the program be year-round in nature. Most of the principals felt that an expanded and compulsory kindergarten program would best meet the needs of the disadvantaged pre-school child. Greater involvement of the parents in the school situation was also recommended. One principal felt that "There were too many chiefs for Indians, if you know what I mean." Another felt that

> "I would like to see more involvement with parents in health and nutrition programs. We need more professional help in working with parents."

11293

14. Perception of Differences Between Greene County and Surrounding in Terms of Extent of Head Start Program

The principals were asked, as were the teachers and agency personnel, to define the reasons why Greene County's Head Start program was more extensive than that of the programs of surrounding counties. Thirteen of the 14 principals felt that Greene County was different, and almost all of them attributed the difference to leadership. In contrast to the teachers, the principals located leadership abilities in specific persons. Vaughn Lewis, the director of the Head Start program, was most frequently mentioned, but Joel Davis, Ruth Keeton, the chairman of the Greene County Council on Community Services and E. W. Kavenagh, the county school superintendent, were also mentioned quite often. Only two of the principals attributed the difference to the factor of greater need. One principal felt that

> "Greene County has no large city school district, so the schools tend to cooperate together. Our schools have always worked together because of a lot of common problems."

Another felt that "they got organized faster, and there are some real go-getters heading it up."

In general, the quality of leadership in the county and the recognition on the part of the leadership of needs and the possibilities for the initiation of programs to meet these needs were seen by the principals as the one factor most operative in explaining Greene County's more extensive Head Start program.

11294

15. Additional Comments by Principals

The elementary principals were asked, as were the teachers, for additional comments at the end of the interview. Only five principals offered comments; of these five, one explained that he was not involved because of other commitments, one said that the program should extend all summer, and one reported that the attendence rate in Head Start was higher than in kindergarten because of the contact with parents.

Two more extensive comments were:

1) "Although I'm critical of it, I would still like to help on Head Start. I'm against Federal funds, but that has to do with my own philosophy. I disagree with (Head Start), but we have to try for it."

2) "The more you can get parents involved, the better off you are. Parents could be workers, helpers and aides, but you can help only so much; the effort finally has to come from the people themselves."

16. Summary

In summary, we will discuss the responses of the elementary principals in terms of the questions posed in the introduction to this section.

1. The principals were generally knowledgeable about the Head Start program, although few had any direct contact with the program during its planning or operation. A few principals spent a large amount of time working with the program; one principal was the chairman of his local Head Start committee (in a different community than his school). But few principals were involved beyond the recommendation of children to participate in the program. Most were aware of the number of children in their school who had been in Head Start and of the teachers who taught in the program.

11295

2. All but four of the principals felt that there were differences in learning ability and behavior patterns between disadvantaged and other children, and that these children have additional educational needs. Generally, these needs were attributed to the lack of social experience stemming from the home environment, but few seemed to feel that innovative programs of the nature of Head Start were needed to overcome these deficiencies. Most felt that an expansion of such pre-school programs as kindergartens would best meet these needs, and that for primary students, remedial reading programs were the most beneficial.

3. All but two of the principals had discussed the Head Start program with teachers in their schools, but communication in general was limited. Only three of the principals reported having initiated a discussion of the program at teacher's meetings, and most indicated little knowledge about how the Head Start children were doing in their schools.

4. Most of the principals are aware of the family context of the problems of disadvantaged children, and several indicated a desire for more family-school contact. But a large number also viewed the problems of the child solely in terms of adjustment to the "rules and procedures" of the classroom. In general, they placed much less stress than did the teachers on the necessity for working with the families of disadvantaged children.

5. Most of the principals expressed general approval of the Greene County Head Start program, but it was seen by most of the principals as oriented toward the social adjustment to the school

11296

situation, to the peer group and to the teachers as a model of authority. The principals felt that the program was too hastily planned and some criticized the fact that the program was not more closely integrated with the regular school curriculum. All but two would prefer an expanded kindergarten program to serve all children in the school than a continuation of the Head Start program, although several expressed a desire for a combination of both, with special enrichment provided for disadvantaged children.

6. It was clear that the principals felt that they had not been involved in the Head Start Program on more than a minimal level. While their general coolness to the program may be due to an orientation toward discipline and social adjustment and a lack of experience with pre-school programs, it is also evident that many felt "shunted aside" by the planners of the program. Without the more explicit cooperation and involvement of the principals, it seems likely that their support for the program will dissipate and may turn to active opposition. On the whole, they felt that the Head Start program was an intrusion upon their facilities and staff, and that a program more closely integrated with the regular curriculum would be more acceptable.

7. There seem to be few differentiating factors that would explain varying degrees of support for the Head Start program. The principals in general saw themselves as administrative personnel, and as such viewed the program from the perspective of the administrator who has a new program suddenly dumped in his lap. Since they were not, with a few exceptions, directly involved in the program, they tended to view it

11297

with suspicion but not hostility. The involvement of a highly-respected former county superintendent as director of the program undoubtedly mitigated much of the suspicion of the principals. Unless the principals are more directly involved in the program in the future, it seems clear that the program will be seen by them as an imposition and a non-essential part of the school program.

Section 9: SCHOOL BOARD MEMBERS AND SUPERINTENDENTS

1. Introduction

In the initiation and operation of any new program, the extent of participation on the part of members of the various levels of the administrative hierarchy is important to assess and evaluate. It makes a difference in terms of the continuation of a program and the enthusiasm for it to what extent administrative and policy-making personnel feel involved and aware of the program. In this connection, the attitudes and experiences of the school superintendents and school members in Greene County is of great concern to this evaluative study.

We have attempted, in this study, to investigate several processes and attitudes among the superintendents and board members. Among the questions posed by this phase of the study are the following:

1. To what extent were superintendents and board members knowledgeable about the Head Start program, both in terms of their own districts and the county as a whole?

2. To what extent were the superintendents and board members involved in the planning of the Head Start program?

3. What evaluations of the program were made by the two groups? What do they consider the greatest achievements and drawbacks of the program?

4. To what extent has county-wide planning and consciousness of the needs of disadvantaged children increased or decreased as a result of the Head Start program among these two groups?

5. What differences exist between the two groups themselves in terms of knowledge, participation and evaluation? How does this affect the future of Head Start and the administrative and policy-making patterns that affect the program?

6. In terms of the future of Head Start in Greene County, what recommendations can be made to facilitate the cooperation and involvement of the administrative and policy-making personnel of the school systems?

2. Methodology

There are seven school districts in Greene County. Two of these, Xenia and Fairborn, are city school districts with independent administration. Each has a budget of about $3 million per year. Yellow Springs is an exempted villege school district, also independent of the county system. There are also four county school districts, each with a superintendent and a school board, but operating in close connection with the county superintendent of schools, E. W. Kavenagh. A county school board of five members makes general policy for the county schools as a whole. Three of the county districts (Greenview, Cedarcliff and Sugarcreek) are small and rural, with budgets of approximately $600,000 per year. One district, Beavercreek, is also rural, but covers a wide geographic area which is rapidly suburbanizing and has a budget of about $2.8 million per year, almost that of the two city districts.

Interviews were held during the course of the study with both the superintendent and a board member from each of the seven districts and the county superintendent and a county board member as well. In

11300

addition, there were two interviews with members of the Fairborn school board and one with the assistant superintendent of the Xenia schools, who played a major role in the Head Start program planning process. Thus, there were nine interviews with superintendents (counting Dr. Kelley of Xenia, the assistant superintendent) and nine interviews with board members, two in Fairborn and one each in the other districts. Altogether, eighteen interviews were held with the two groups.

The interviews were open-ended, with the exception of a series of questions of the knowledge of personnel of county agencies and organizations, which was filled out by the respondent. A copy of the interview schedule used will be found in the Appendix. The interviews were taped and partially transcribed. Each interview lasted approximately forty-five minutes to one hour.

3. Involvement in Planning of the Head Start Program

Involvement in planning of the Head Start program varied widely between the two groups and between members of similar groups. Only one board member reported any involvement in planning of the program; this was a woman member of the Fairborn board who attended several planning meetings and attempted to keep her board informed of the progress of the program. In general, the board members were lacking in specific knowledge of the planning and operation of the program.

Mr. Kavenagh, the county superintendent, spoke of the attitude of the members of the county and local boards toward the initial presentation of the program in these words:

> "I'm not going to say they were enthusiastic, nor were they unfriendly to it. The board members, in most cases...had the administrators recommend this, and they felt it was worthwhile, they were willing to support it. And since the administrators did recommend it and worked cooperatively with them, the boards of education went along. I don't think we had any resistance... On the other hand, I don't think there was a great clamor at the door by the board members to initiate this program. I think it was the leadership of the Council and those they involved that brought it on."

However, not only the board members were passively involved. In most of the districts, the superintendents were also passively involved in the initial planning of the program. The county superintendent explained their role in these words:

> "I don't think I should say that the administrators were the only ones, however, the administrators supported it. But the people that were involved with the Greene County Council on Community Services I think are the ones who really spearheaded it and should be given the credit for it. And it was through their insistence and their efforts that the administrators and some of the teachers in the communities were supporting the program."

The director of the Greene County Head Start program was asked about the degrees of support given the program by the superintendents and the board members. His reply was that:

> "As long as we are talking about the administrators themselves, probably there would be very little difference between them. There was a tendency to be a little cool to this kind of an effort. (Their initial feeling was) 'you're moving into our area and you're on the outside'. (But their reaction was also that) 'of course, Lewis happens to be a good friend of mine, and as long as he's in the program, we won't fight it too hard, but we have our fingers crossed'. As you look at it from the point of view of the boards of education, we didn't get any negative reaction. I guess we got some neutral responses. Since that time, I've heard many of the board members say thay were never personally very sold on it, but they went along with it since it was recommended to them."

11302

It became clear from the interviews that the board members were involved in the Head Start program only insofar as they officially decided to endorse and accept the program, and that there was little, if any, involvement in the planning process by board members in any of the seven school districts or the county board. Most of the board members first heard of the Head Start program through their district superintendent; however, some reported such sources as Vaugh Lewis, the Head Start director, attending meetings of the Rotary and the Council or Churches at which it was explained, and from the newspapers.

Most of the superintendents reported first hearing of the program from the county superintendent, who called a meeting at which the Community Welfare Council's consultant, Joel Davis, explained the program. Others reported reading of it in the National Education Association bulletin or other school literature. The initial reaction of both groups was favorable, but cautious and vague.

The superintendent of the largest rural district reported that he had many questions about the program when he first became aware of it. He felt that the administrators were not involved in the program. In addition, he felt that the administrators of the local districts should have had a voice in the program inasmuch as school facilities were being used. Both the superintendents and the board members expressed an implicit attitude of resentment that they were not more extensively involved in the planning and execution of the program.

4. Differences Between Districts in Terms of Participation

In general, every district in the county cooperated with the Head Start program and raised no objections or impediments to its operation. However, in terms of attitude and indications of future willingness to institute and carry out pre-school programs, there are major differences between districts, more on an administrative than policy-making level. Factors in explaining these differences are difficult to isolate and pinpoint, but have to do generally with the innovative and county-minded attidudes of the administrators of the districts.

Let us look here at the differences between the two largest districts in the county, Xenia and Fairborn. No evaluative conclusions should be attached to these observations, and they are to a large extent subjective, on the part of both the respondent and evaluator. However, they do seem relevant in terms of the planning of future pre-school programs specifically and Federal education programs in general.

Both Xenia and Fairborn had school administrators chosen to be representative of the county school districts on the Econonic Opportunity Steering Committee, now separate but at the time an integral part of the Greene County Council on Community Services. The two administrators designated by school personnel were the assistant superintendent in Xenia and the superintendent of the Fairborn district.

The Fairborn superintendent has "been in the education business for forty-four years," and generally attended the Economic Opportunity Steering Committee meetings only when items on the agenda directly affected the Fairborn system. He felt that the Head Start program "should not expect to achieve miracles in six weeks,"and expressed a lack of knowldgde as to the organizational structure of the Greene County Council on Community Services: Do you have to be a member, do you have to be invited, is this a dues-paying deal?", he asked the interviewer. His initial reaction to the Head Start program was that "much more money was being spent on this program than our local district could have spent or would have spent to do the same job." When asked whether his district or board has, as a result of Head Start, considered any new programs to work with low-income families or children, he replied, "Our school board has not, no." He also reported that neither he nor his staff had been consulted about plans for another year of Head Start or other pre-school programs, although he expressed willingness to consult with anyone on them. When asked about his involvement in planning follow-up pre-school programs such as day care or kindergartens, he said that "that seems to be handled by one of the local agencies; I heard indirectly that one of the local agencies was planning something like that." His general attitude toward Head Start and other pre-school programs was one of interest but not innovation.

On the other hand, the representative of the Xenia schools took an active role in the planning and operation of the Head Start program. He was not involved in the curriculum of the program, saying that, "my direct contact with the program was limited to the business aspects, most particularly the buildings and the lunch program. Other than that, I never got into a classroom all summer long." The initial involvement of the Xenia schools was through the Economic Opportunity Steering Committee, on which he sat.

11305

> "In point of fact, we had looked over the literature and had not moved toward Head Start at all. We thought of it as something we might do in another year, but the time factor seemed to us to be critical. In fact, if it had not been for this outside group running most of the details, our staff was far too overloaded to pick it up on that short a notice," he said.

It is significant that Xenia, as the county seat and the headquarters for most of the agencies and organizations of a county-wide nature, has a more integrated attitude toward the rest of the county than does Fairborn, which is geographically on the periphery of the county. Administrators from both districts expressed a desire for more inter-school and inter-agency cooperation in the planning of county-wide programs, but Xenia has gone further toward the implementation of programs than has Fairborn.

There was little indication that cooperation between districts had increased markedly as a result of Head Start. Dr. Kelley of the Xenia system said that:

> "The only contact (with other school personnel) through the poverty program was that initial meeting when the administrators elected Mr. Baker (of Fairborn) and I to represent them on the steering committee. In Head Start, for example, we had no contact with the schools other than an almost incidental contact... No, I would say that the machinery for the schools to work together is probably older than the poverty program. For example, the Joint Vocational School pre-dates the poverty program."

5. Relation of the County School System to Head Start

The four rural county districts were most closely involved in the Head Start program through the county superintendent of schools and his staff. Mr. Kavenagh discussed his initial involvement in these terms:

> "I think we became involved, or I became involved, through the Greene County Council on Community Services, because I'm a member of that and of the executive committee and helped establish that council. Of course, they took the leadership on this Head Start thing for Greene County. That's where I first became involved, and when it gained momentum, we involved our staff on it and became involved where we could."

Although the county superintendent gained the cooperation of the district superintendents and board members, it was not without some misgivings. One member of the county board of education reported an initial reaction that Head Start would be like other Federal programs, a waste of the taxpayer's money, but he also felt that only the Federal government has the money to carry out these programs. Although the county board member reported hearing only excellent reports about the outcome of Head Start, he indicated that he did not particularly want to be involved in planning further pre-school programs. He cited as his greatest complaint about the program that salaries for Head Start administrators were too high, and he was not able to identify either the chairman of the Greene County Council on Community Services or the county welfare director.

The board members of the four rural county districts seemed to have very little knowledge of or participation in county-wide activities. Significantly, only one of the four could identify the chairman of the Greene County Council on Community Services, and two of the four could not identify the director of the Greene County Head Start program, although he had been for many years a rural district superintendent and county superintendent. On the whole, the county board members were quite limited in their knowledge of the agency structure and personnel of the county, and generally suspicious of new and innovative

11307

programs, especially those funded by the Federal government. It seems clear that only the aggressive work of the county superintendent cleared the way for the participation in Head Start that the districts gave working with the administrators rather than the board members.

The county district superintendents, in contrast to the board members, were much more knowledgeable about the county and its structure and agency personnel. All four county superintendents, for example, could identify the chairman of the Greene County Council on Community Services, while only one county board member could do so. Three of the four county superintendents expressed a desire in future Head Start programs to involve the local schools and staff "very much," while none of the responding county board members feel so. Every county district superintendent reported at least weekly contact with Mr. Kavenagh, the county superintendent. Two of the four county district superintendents evaluated the Head Start program overall as "excellent," while the other two rated it as "good." The differences in attitude and extent of participation in Head Start between the county district superintendents seems more based on personality factors than anything else. It seems evident that the forceful personality of the county superintendent and his close contact with the Greene County Council on Community Services was primarily responsible, along with the fact that the director of the program was a former school superintendent, for the success of the program in the rural districts.

11308

6. Identification of Agency Personnel by Board Members and Superintendents

All board members and superintendents interviewed were asked whether they knew personally the director or chief staff member working in their area of specialization for fourteen different county agencies and organizations. The table below shows the percentage of identifications reported by each group interviewed for each agency.

Table 9-1:

Agency Identifications by School Board Members and Superintendents

Position	n=9 BdMems	Supts n=7
A. Greene County Health Department	56%	100%
B. Greene County Welfare Department	33	57
C. Greene County Council on Community Services	44	100
D. Greene County Head Start Director	78	100
E. Greene County Guidance Center	33	57
F. Greene County Child Welfare Board	22	29
G. Greene County Superintendent of Schools	100	100
H. Family and Children's Service	11	0
I. Agricultural Extension Service	22	43
J. Greene County Commissioners (one or more)	89	71
K. County Board of Education (one or more members)	89	57
L. Greene County Red Cross	22	29
M. Young Men's Christian Association	33	71
N. United Voluntary Services	11	29

11309

In all but three cases, the superintendents have a greater knowledge of agency personnel than do the board members. It should be kept in mind that the number in each group represponding is small (7 superintendents and 9 board members), but the overall level of knowledge is nonetheless much higher for the superintendents. For the fourteen positions listed, the superintendents identified an average of 8.4, while the school board members had an average of only 6.4. Interestingly, the six board members from the non-city districts could identify an average of only 4.5 of the fourteen positions asked, while those from the city districts averaged 10.3. The number of cases is small, but the direction is obvious; board members from the small, rural county districts have little knowledge of the personnel of county education and social welfare agencies. Those from urban districts are much more knowledgable than those from rural districts.

7. Evaluation of Head Start by Board Members and Superintendents

Few of the superintends or board members would evaluate the Head Start program in terms of the impact on the children themselves. Most had little or no contact with the actual operation of the program, and had received few reports on the progress of the children who were in the program.

Almost everyone of both groups felt that they were not involved sufficiently in the planning and follow-up of the program. The superintendent in Fairborn felt that -

> "The only weakness that I could observe was in organization. I don't say that to put the finger on any person or individual, but...they weren't sure what they could get, what they could do or couldn't do..."

11310

The Xenia Superintendent said that -

> "Frankly, the manner in which the program was handled in Greene County (was) that there was no direct control over the program by individual school districts, Therefore, except for reports and personal observation, we frankly had no contact."

The county superintendent saw as one of the greatest contributions on the Head Start a willingness on the part of the county board to expand and initiate kindergarten programs in the county schools. His comment. was that-

> "...our board of education agreed to try to participate in this kindergarten program now for those kids in three of our schools, and I'm sure that the results of Head Start is why our board was willing to endorse this and go along..."

The director of the Greene County Head Start program expressed the view that one of the results of Head Start was that pre-school programs in general gained a foothold in the school systems, and that the impact of the program on the boards of education was in terms of preparing them for the inevitability of such programs. As he put it -

> "I pushed the idea; I said, 'you boys are going to wake up one of these times and find that because of the changing social patterns in our world, you may find that pre-school education is going to become very much a part of the public school program, and it'll be an automatic thing. It won't be a matter of whether you accept it or not; you're simply going to be forced into it..."

In general, few strong opinions about the benefits or drawbacks of the program were voiced by either group, although on the whole the superintendents were more supportive than the board members. The hasty nature of the planning process was criticized by both groups, but most also recognized that this was characteristic of any program with little time between conception and execution.

11311

8. The Structure of Head Start Organization

The most significant theme that emerged from the interviews with both the superintendents and the board members was that both groups felt strongly that the Head Start program was planned and operated by non-school groups and without their cooperation and involvement. The role of the Greene County Council on Community Services is related to this question. Most superintendents and board members viewed the Council as necessary and vital, and without its innovative participation, it is clear that the Head Start program would have been much more limited in scope, if it had been carried out at all. On the other hand, while the school administrators and policy-makers viewed the initial participation of the Council as important, it is also clear that in the future, both groups must be involved to a much greater degree if the program is to continue. The director of Greene County Head Start put it this way:

> "If you are looking far enough down the road, (you must ask) whether or not it wouldn't be wise to involve some kind of a school-related group to head it up. In Dayton, it's a board of education program. In Greene County, it's a Greene County Council program. (At the meeting of school administrators to discuss the future role of the school systems in the Head Start program) the school people said, well, the machinery is all set up to go the other (i.e., under Greene County Council on Community Services), let's continue it in that pattern, I pointed out the fact that this is going to be a long range program; there is going to be pre-school education as part of the 1975 picture. It had better be transferred into the school program, maybe a little bit at a time, but soonor or later it better be transferred there, or it'll die. As the Federal assistance stops, the program will stop."

The Head Start program, along with other related Federal education and education-related programs, has had an impact on the school systems of the county. For example, after the program was over, school administrators from every district in the county met at Antioch College to

11312

discuss future cooperation on a county-wide basis on programs funded by the Federal government. The Head Start director said about this meeting that -

> "This was the first case that I recall, in all the 34 years I've been in Greene County, that I've seen all the educational agencies in Greene County under one roof. Whether this is a product of Head Start or not, I don't know. But I do know that there have been some communications taking place as a result of the Elementary and Secondary Education Act, the Economic Opportunity Act, the Head Start program and related fields. Maybe the Greene County Council on Community Services is a factor in this whole picture."

The relation between the Greene County Council on Community Services and the schools is a key element in discussing the impact of the Head Start program in Greene County. Both the superintendents and the board members, the former to a greater degree, consider the major factor in the initiation of the program the effort of the Greene County Council on Community Services and its chairman, Ruth Keeton. Mrs. Keeton in particular was seen by most of the superintendents as the driving force behind the Head Start program. The superintendent in Fairborn felt that -

> "Ruth Keeton is the reason (for the initation of the Head Start program); I give her credit for it. I think she was aware of what was possible and she is a dynamic worker. I think Mrs. Keeton gave us the boost."

But it seems clear that however much the school administrators and policy-makers realize and applaud the role of the Greene County Council on Community Services in the Head Start program, if it is to become a continuing part of the school program in Greene County, in one form or another, the school administrators and policy-makers must be involved to a greater extent than they were during 1965. If they are not, they will begin to view the program not as an innovation but as an intrusion.

11313

This point cannot be overstressed; in the desire to organize a large and well-functioning pre-school program for disadvantaged children, the initiative was taken by "outsiders," in the view of the school people. This effort was welcomed by them, since they did not feel capable to put the program into effect on such short notice. But they definitely felt left out in the consultation on the program. The prestige of the director of the program and the persuasion of the county superintendent smoothed the way for the program to take place. In the future, however, a closer integration of the school administrators and policy-makers is essential, if they are not to feel side-stepped and secondary.

9. Summary

In terms of the questions posed at the beginning of this section, the following observations seem warranted:

1. Both superintendents and board members were generally lacking in concrete knowledge of the Head Start program in Greene County. Superintendents were aware of the extent of participation in their own districts, and one or two were involved closely in the planning process. But few of the superintendents had an over-all perspective on the county-wide operation of the program and the board members almost without exception possessed little information on the program, either in the county or in their own districts.

2. Most superintendents had been consulted about the planning of the program for their districts, and two superintendents had been members of the county-wide Econonic Opportunity Steering Committee,

which undertook the Head Start program planning function. Only one of the board members interviewed had participated in the planning of the program, and most exhibited not only a definite lack of knowledge but an attitude that they had been excluded in the process.

3. Both groups generally felt that they possessed too little knowledge to evaluate the Head Start program, although they did critize the haste with which the program was planned.

4. The extent of county-wide planning and consciousness of the needs of disadvantaged children has increased as a result of the Head Start program, although it has yet to be manifested in specific programs. The schools had participated before on other county-wide programs, such as the effort to establish a county Vocational School. But the effect of the Head Start program is likely to be merely part of a larger awareness of the needs and opportunities for the disadvantaged arising from the recent legislation aimed at programs for a variety of goals.

One of the most concrete results of the Head Start program, in terms of its impact on the schools in Greene County, has been the involvement of many people with the schools who had never before taken an active part in school programs. The county superintendent put it this way:

> "I do feel that the results (of Head Start) were very satisfactory, and I think all of our schools have profited by it, and I have seen some interest and enthusiasm by people who were not active in our school program prior to this. We've involved a different element; they were not the leadership element that worked with us previously, and when these people felt that they were being considered and that their opinions were appreciated and their efforts were wanted, I think they came to the forefront."

> They're not the leaders in the community; they're not those who have been financially successful, and consequently maybe our policies in the past have been only to turn to people who have exerted leadership or who are active in the organizations. So we've touched upon another element in the community that we know is there, but evidently we ignored. From this point of view, I think Head Start has made some marvelous contributions."

This comment, of course, is encouraging, but it leads to a more fundamental question: once people in the communities who were previously inactive and inarticulate begin involving themselves in the planning and operation of programs that affect them and their families, how is this leadership maintained and focused into effective administrative-institutional channels? If it is merely enthusiasm and not effective participation, it will dissipate and previous bureaucratic patterns will revert. The continuation of Head Start or other pre-school programs (in fact, all programs for the disadvantaged and powerless) hinges upon this question.

5. It is clear that the administrative and policy-making *personnel in the Greene County school systems differ* markedly in terms of knowledge, participation and evaluation of the Head Start program. The administrators are involved in school programs on a full-time, professional bases. The board members are citizens with other jobs who are not involved in the day-to-day operation of the schools. Superintendents must also communicate and be familiar with the personnel of other agencies dealing with children and social services in general; the board members often have few other contacts on a regular basis. As a result, the board members lack much knowledge of the Head Start program, which was not a basic school program and was not funded by the boards.

11316

However, these obvious facts should not be merely accepted as characteristic of the traditional administrative-bureaucratic pattern. The Head Start program in Greene County did not sufficiently consult with and involve the administrators and policy-makers, partly because of the lack of time in which to plan the program, and partly because its funding was not dependent upon the local boards. However, in the future, it is clear that the good-will of both groups is not assured if they do not more closely involved with the program.

6. The comments in answer to question 5 above should be taken as a recommendation. Board members and superintendents may not have been essential in the planning and operation of the Head Start program in Greene County in 1965, but in the future, they will be. If pre-school programs and programs for the disadvantaged generally are to continue, both the administrative and policy-making personnel, as well as the disadvantaged themselves, must mesh in a cooperative decision-making venture.

7. The foregoing comments should be viewed in the context of principles of connunity organization. The decisions of the policy-making school bodies to participate in the Head Start program were arrived at through different means, which have consequences for further pre-school programs. The school boards in Fairborn, Xenia, Yellow Springs and the county all approved participation of the school systems in Head Start under the sponsorship of the Greene County Council on Community Services. The apparent lack of communication and involvement did not impair, in 1965, the operation of a successful county-wide Head Start program.

However, the personal involvement in the program by professional school administrators does not indicate a uniformity of organizational approach, nor does it indicate that the pattern of involvement encouraged by the present administration of the Greene County Council on Community Services was person-oriented. But the continuation of the program is dependent upon the transfer of this person-oriented approach into an institutional context, unless pre-school programs are to be divorced from the school systems entirely.

An illustrative example of this problem can be found in the manner in which two of the school boards arrived at a policy of support of the Head Start program. In one case the superintendent found a very receptive board, the majority of which had been personally contacted by the wife of a board member, a respected local physician. Since the full cooperation of this particular superintendent was crucial to the program, the advance preparation proved to have been of great value. In the other case, the board was routinely asked the use of two classrooms for the program. The request was granted. Ten months later, one of the board members was under the impression that his system had also paid the salary of the two teachers who had used the classrooms. There was little understanding of the nature of the Head Start program by this board. The implication is that, since Head Start was a new program with much favorable publicity, approval by the boards was easily secured. As the program becomes routinized, however, it is essential that administrators and policy-makers have full knowledge of the program, and that the source of this knowledge be from the Head Start administrators personally and not from such impersonal sources as newspapers.

11318

Section 10: THE IMPACT OF HEAD START ON GREENE COUNTY

1. Introduction

An intervention program of the nature of Head Start naturally has an effect on a social system as large and complex as Greene County. What we attempt to do in this final section of the report is to discuss a number of factors which are interrelated, and sort out the way in which each bears on the general question of the impact of the program on the county.

We have kept in mind the words of Howard Freeman and Clarence Sherwood, who have said that:

> "...if the members of the target population participate in a number of different programs and even if desired change occurs and is measured, a way must be devised to sort out the relative contributions of the different programs to the outcome."[1]

In Greene County, the Head Start program represented the only major county-wide program implemented to date under the Economic Opportunity Act. However, most of the individuals and agencies in the county have simultaneously been engaged in discussion and planning for a variety of projects, not only under the Economic Opportunity Act but also other local, state and Federal programs. Thus, we cannot say with certitude that "change X" occured solely as a result of Head Start or that it is

---

[1] Howard E. Freeman and Clarence C. Sherwood, "Research in Large-Scale Intervention Programs," The Journal of Social Issues, January, 1965, page 27.

11319

precisely distinguishable from "change Y."

In this summary chapter, we will not attempt to recapitulate the data presented in the preceding sections, but will discuss several broad questions that bring into focus the implications of the data. Among these are:

1. What disparities exist between the goals of the Head Start program as conceived and as implemented? What questions does this goal-disparity raise for future pre-school programs?

What problems and conflicts arose during the Head Start program that are likely to be common to other pre-school programs? What questions do these problems and conflicts raise in terms of the planning of future pre-school programs?

2. To what extent did the Head Start program have an impact on the orientations, programs, levels of knowledge and awareness of the problems and needs of the disadvantaged in Greene County? To what extent is it likely that various types of agencies will respond to the needs of the disadvantaged?

3. What impact did the Head Start program have on the leadership structure in Greene County and their orientations and levels of knowledge? To what extent have leadership functions in the social service sector of the county shifted? To what extent have new leadership elements been uncovered or brought into the decision-making structure?

4. What areas for further anti-poverty and community-involvement programs seem most likely to emerge in Greene County,

11320

as a result of the Head Start program? Are the total complex of needs of the disadvantaged in Greene County likely to be met, or are particular kinds of solutions likely to be emphasized?

2. The Goals of the Head Start Program

During the planning phase of the Head Start program, a Program Description was drawn up as part of the county's proposal to the Office of Economic Opportunity. The Program Description contained three broad categories of goals to be stressed in the Greene County Head Start Program; 1) goals related to the child, 2) goals related to the family, and 3) goals related to the community.

It is apparent that the goals set forth for the program were not fully implemented during the program, and it is also apparent that the disparity in goal-conception and goal-achievement reflected a basic conflict on the part of the planners and staff members of the program. Of course, the basic, over-riding goal was to provide the pre-school child from a disadvantaged home a background of social experience so that he might have a greater chance of success in a school environment in which children from similar backgrounds have failed in disproportionate numbers in the past. The achievement of this goal must await the passage of much more time before its effectiveness can be assessed.

The evaluations discussed in earlier sections of the report by parents and teachers of the Head Start children indicate that immediate gains were seen in the development of the child. The

11321

repetition of one quote will provide a typical evaluation:

> "My little girl, she asks more questions now. She notices nearly about everything, like the police, the fire department, what's in the stores, and the library; before, she hadn't been to the library. She's interested in what's going on around her."

Obviously, a child who "asks more questions" and is "interested in what's going on around her" represents a success for Head Start. The virtual unanimity of the parents and teachers in discussing the beneficial effects of the program on the children attests to at least a perceived value to the program.

However, goal conflicts related to the children were apparent during the program. The one most prevalent related to the relative emphasis placed on school readiness as opposed to creative self-development for the child. It was clear that most school administrators and a large number of teachers viewed the program as a means to develop the attitudes toward authority and discipline emphasized by the schools. The director of the program mentioned this conflict when he said of two teachers who participated in the planning of the program that:

> "These two girls had a tendency to think in terms of how we can best help these youngsters get ready for the first grade. So, the curriculum pattern they...set dealt a little bit on the discipline side... There was a tendency in some instances for them to cut down on individual expression and individual ingenuity...."

The study of the Head Start teachers showed that a majority felt the pre-school goals characteristic of an "innovative-expressive" orientation are most important, as opposed to "traditional-restrictive" goals. However, many of the teachers

11322

interviewed viewed the program as an exposure for the child to the "rules and procedures" of the classroom situation, to the disparagement of the self-development and growth of the child. This conflict, it seems to us, should be clarified and resolved in future pre-school programs. The fact that the Head Start program in Greene County was conducted in school classrooms but administered by a non-school agency may have accentuated this conflict, but it seems evident that it has roots in basic goal orientations among all personnel who work with children, and that future programs may experience potentially damaging conflict-situations if the relative weight given each goal-orientation is not more explicitly determined and accepted by the staff.

Another major area of conflict and disparity between goal-conception and goal-achievement related to the attitudes toward and role of the parents in the Head Start program. The Program Description prepared by the planning committee stated that:

> "Persistant and imaginative attempts will be made to maximise parental and neighborhood involvement. A basic goal will be to increase the parents' interests and confidence in participation in the broader community and to increase their knowledge of available service."

This phase of the program was not carried out to the extent envisioned by the Head Start planners. The fact that a disparity existed between the goal-conception and the goal-achievement can be seen in the statement of the director of the program that:

> "We involved the families only incidentally and there has been a little follow-up, but a very little, since that time in terms of the families. Our Head Start program... was geared basically at this youngster, to see what we could do, because we felt that in seven weeks this would be about the limitations involved."

11323

The original goal of the program was to establish a Family Life Education Program to involve the parents in more than the purely educational function of the program. This goal was never realized and was quietly de-emphasized during the program. Future pre-school programs need to formulate clear definitions of the importance of this goal. If the goal is thought important, it should be implemented, but when goal-disparity exists a confusing element is introduced into the program.

The staff personnel with the most emphatic attitudes about the role of the family in the program and the effects of the program on the family were the center coordinators, College students whose primary task was maintaining contact and rapport with the families. The coordinators expressed considerable doubt about the impact of the program on the families. One said that:

> "...in a way, by being part of the Head Start program these people were alienated even more from the community. It just said to the community that these people are indeed different and instead of drawing people together it just set them off."

Another coordinator felt that "the sense of alienation, the inability to control your own destiny" were characteristic of the families with which she worked, and a third felt that the program "made no impact on them aside from the fact that the kids are gone in the morning." All these expressions of opinion are symptomatic of the fact that the Head Start program may have attempted too much in its desire to make the families feel part of the broader community. Of course, it has been historically true that the disadvantaged, have been isolated from the broader community for many years. It is expecting a great deal that a seven-week program can bring them back into the mainsteam.

11324

Nonetheless, the Greene County program did not exert as much energy in the implementation of this goal as was warrented by the stress placed upon it in the Program Description.

Another instance of goal-disparity was in the implementation of the medical follow-up phase of the program. The original goal as expressed in the Program Description was that:

> "Public Health Nurses will work with families and appropriate community resources to correct defects discovered in the physical examinations."

Although this was the expressed goal of the Head Start program, it was not clearly identified by both the parents and the health personnel of the county. Dr. Mary Agna, the County Health Commissioner, said that:

> "...the whole family should have been more involved than they were in the health services."

Dr. Agna added that:

> "...some of the parents were expecting to have particularly dental care services rendered as a part of the Head Start package. But as far as we were concerned there was never any commitment made that whatever defects were found would be corrected as a part of this program."

The goal as stated in the Program Description did not promise that defects uncovered in the program would be treated free of charge. However, the great confusion on the part of the parents about this, and their expectation of services, led to much resentment on their part . This goal should obviously have been stated with greater clarity and communicated to the parents. The medical aspect of the program was extensive and carried out with excellent voluntary cooperation by health personnel, but at the same time, a lack of goal-definition hindered the success of the program.

A further example of goal-disparity is evident in the section of the Program Description on social service activities. The goal, as stated, said that:

> "The Coordinator of Social Services will be responsible for referrals to communtiy resources and for the preparation of records for sharing with the local Public Health Nurse, the Welfare Department case worker, and the public school staff who will continue long-run relationships with the children and their families."

The Program Description also stated that:

> "At the end of the summer session, a two-day conference is planned in which all County agencies who have reaponsibilities for these children and their families will be invited to review the progress of the children and the involvement of their families..., and to plan for the continuity of program for the children as they start their formal school years."

Both goals stated above fell short of accomplishment. The records collected during the program were inadequate in many respects. The coordinators, who had the primary responsibility for collecting the data on forms, were poorly trained in administering them, and gaps in coverage were common. One coordinator said that the amount of information actually collected on the forms "varied by centers. In some, the question on income was never asked. And in some there was no information about a father who was not available." It is clear that the coordinators and many of the families had a basic antipathy toward the forms. One reported that:

> "I usually kind of hid my briefcase as I came in, because it really looked bad, coming in with all those forms."

Another coordinator felt that:

> "...most of the government (questionnaires) I've seen, working on this anti-poverty thing..., really are invasions of privacy.

11320

They're very insulting."

In addition to the lack of completeness in data collection, forms were not made available to those who needed them in many cases, such as the schools. The disinclination of the Health Department personnel to relinquish the medical forms was resented by school personnel. What proved to be an even greater handicap was the restrictive attitude of the Head Start nurse toward sharing the health records with the individual nurses who had the primary contact with the families. This prevented the educational experience of the direct link between the public health nurse and the family in working together on the problems discussed in the records.

The "referrals" of children or members of their families with problems needing guidance or treatment mentioned in the Program Description were minimal in extent. The director of the Head Start program indicated that:

> "I think that the nurses and the welfare people have indicated that there have been a few — maybe ten or fifteen percent — additional calls, but they still have this transportation barrier... This may account for part of the lack of follow-up."

Agency personnel in general indicated little or no post-Head Start contact with the children in the program or members of their families. The two-day conference referred to in the Program Description was not held. Instead, a one-day evaluation session was held for all Head Start participants to which agency personnel were invited. Few participated, and the time restriction prevented discussion of individual records. All of the instances point to the need for clearer definitions of goals in this area, and the necessity for closer involvement of the

11327

agencies in the program if this goal is to be met.

The coordinator of social services descussed the problem of forms and follow-up in saying that:

> "I think (the coordinators) were frustrated many times, as were all of us, by the mass of materials and forms that were thrown at us to complete... To complete the numerous forms we received federally, we were not able to carry out as adequately and as fully as I would have liked...the forms and plans we had made locally for getting the information...of benefit to us. I think our on-going program now is suffering a little bit as a result."

The impact of the Head Start program is dependent in large part on the availability of adequate information with which to identify problems, plan programs and involve the local community. The impact of the program in Greene County was thus blunted as a result of the problems described above.

Another goal emphasized in the Program Description but not fully carried into practice was that of intra-staff openness and communication. The relations between the teachers and the coordinators, and between the teachers and teacher's aides were generally good, but some strains did emerge during the program. It is clear that no sustained guidance and support existed for the innovative aspects of the staff's performance of either conventional or new role-tasks in terms of the staff situation created by the diversity of role-orientations for the teacher's aides and coordinators.

The director of the program said that:

> "A number of teachers, for the first time, were not the only person in the classroom. We ran into about four teachers who found this to be real frustrating, because the other person, whether it

11328

> happened to be the teacher's aide or the coordinator, had some ideas and they were good ideas. And the teacher was torn between the ideas, and I'd get a telephone call: 'Am I in charge here or not? To what extent can the coordinator or the teacher's aide tell me that I shouldn't do this or that?' We pointed out that theoretically the teacher, because of her porfessional training, should be in charge, but certainly you ought to be open to suggestions as far as other people are concerned."

One of the coordinators felt that:

> "The teachers feel that they have the authority to tell the coordinator to do this, that or the other, because 'I'm the captain of the team..., so you do it since you're at the bottom of the team."

It is easy to exaggerate or over-stress the amount of staff conflict. But the interviews did point to several areas of potential conflict that need careful attention in future programs. While almost everyone connected with the program strongly favored the use of supplementary personnel in the classroom, few guidelines delineated the staff functions with sufficient clarity. The teachers often felt their professional status threatened somewhat by the coordinators and teacher's aides. The performance of the teacher's aides varied widely between centers, depending on the readiness of the teacher to accept and utilize this new resource, the ability of the aide to adjust to an unfamiliar environment, and to no small degreee the ability of the student coordinators to act as a facilitator in this setting. In many cases, the teachers used skill and imagination in enriching the Head Start experience through the use of the teacher's aide. However, it was just as likely that the creative partnership between the aide foundered on the disparity in status between the professional teacher and the sub-professional aide.

11329

In concluding this section of the summary, it should be pointed out that we have emphasized goal-disparity rather than discuss at length those goals carried out well by the program staff. We have done so on the assumption that more effective future programs can best be formulated with a clear understanding of the need for explicitly stated goals buttressed by well-formulated plans for implementation.

3. The Impact of Head Start on the County Leadership Structure

As the section on the planning of the Head Start program demonstrated, the program was largely the creation of a loosely-organized grouping of individuals from varied backgrounds in the county, who have been working together for several years under the aegis of the Greene County Council on Community Services to define needs, plan and implement programs and promote cooperation among various sectors of the county in providing social services. Because of the lack of rigid bureaucratic structure, this group operates effectively to cut across traditional barriers.

Roland L. Warren of Brandeis University, in discussing the role of the bureaucracy in the community, refers to "goal-displacement" which he says occurs when:

> "Bureaucratic behavior becomes directed toward filling the needs of the organization rather than serving the functions for which the organization was established." (2)

Warren's concept of goal-displacement has relevance to the impact of Head Start on Greene County in that the agencies within the county, with few exceptions, do not exhibit this tendency. This is one of the major reasons for the fact that the county planned and carried out such

---

2. Roland L. Warren, The Community in America, New York, Rand McNally, 1963, p. 68.

11330

a large scale program, in comparison with counties of similar population and material resources in this area of the country. Agencies in Greene County have developed a pattern of cooperation and communication through the Council which facilitates planning and program implementation.

This has a direct bearing on the impact of the program on the leadership structure in the county. Not only were some new leaders uncovered during the program, but the existing leadership incorporated these new elements into the structure with little strain. One of the staff members of the Head Start program said that:

> "I think we've really uncovered some new leadership in the county. (One of the women active in the program) in a few years will be another Ruth Keeton."

An example of new leadership elements is the woman referred to in the above quote. The Head Start program was the first social service program in which she had become quite active; not only was she active, but her husband and four of her children devoted many hours of volunteer work to the Head Start program. This exemplifies a major point. The bureaucratic structure is loose enough to incorporate new leadership elements without constraining them by placing restrictions upon the scope of activities they can engage in. In others words, the Head Start program showed that anyone in Greene County was able to parcipate in a major program without being fully shut out by bureaucratic restrictions.

However, the looseness in the structure of the leadership group in the county does create potential problems. One person interviewed

11331

said of the most active participant in the leadership group that:

> "I'm afraid (she) is doing too many things in the county. She should be more willing to let other people do them, but at the time everybody knows she's willing and capable. (If she left the county) I think we'd have a real struggle. I think we would find somebody who would (assume her functions); the person wouldn't be as effective in any way as she is, but we would be spreading out the leadership responsibilities and developing more people."

Many of the agency personnel interviewed, especially in the private, voluntary agencies, felt that the Head Start program uncovered significant new elements of leadership and participation. But a distinction should be drawn between leadership and participation. This . has relevance to the goals of the Head Start program; the planners of the program included few persons from the disadvantaged segment of the population. In general, the disadvantaged participated when invited in the program, and several have been active in planning follow-up programs. But the middle-class still has a disproportionate representation in the policy-making functions in the county social service sector. A major reason for this may be the locality-relevant problems faced by the poor; they do not relate to the county as a whole but to their neighborhood or town instead. In a local community, a low-income person may, if encouraged, assume leadership functions, but most of the towns are controlled by a fairly conservative "power-structure" predominantly male and drawn principally from those schooled in local customs. On a county level, access is open to the disadvantaged to participate, but the county leaders are oriented toward county-wide problems in general. This may account for the lack of participation on a county-wide level by the disadvantaged, whose unfamiliarity with the exercize of power has isolated them from policy-making possibilities in the past.

As the disadvantaged are drawn in on a county-wide level of participation, they encounter a problem in moving from participation to leadership. They do not yet feel "comfortable" in meetings and planning sessions dominated by middle-class persons who have an easy familiarity with language, concepts and facts unfamiliar to the disadvanaged person. But most of the middle-class persons in the leadership have gained this knowledge both through extensive experience in the extra-county environment and through active participation on a local level. Most of the Greene County social service leaders have been active local program participants, and moved from this to the county realm. But the disadvantaged person lacks the extra-county experiences of the middle-class person and the opportunity to participate in local activities dominated by more conservative leaders. This has created a dilema, at least in terms of rural or suburban areas of the county, which has not been resolved. The Head Start program in Greene County made significant steps toward the involvement of some of the disadvantaged, but in general, those who came into the leadership structure were not from the disadvantaged group.

We must also differentiate the social service "power structure" from the political "power structure" in Greene County. The director of the Head Start program, who estimates that there are "25-30" people active in the social service leadership, has said that few conflicts arise between the two "power structures" because neither sees the other

11333

as threatening. The chairman of the Greene County Council of Community Services, for example, is a close friend of the most dynamic of the three county commissioners, on a personal rather than political basis. The close connections between the social service leaders and the commissioners led to establishment of the Council as the funding agency for all anti-poverty programs, and tha pattern of cooperation between the agencies removed the threat of inter-agency rivalry about who should assume which function. The director of the Head Start program said that:

> "It's difficult to feel your way into some untis of the power structure. With the Head Start program, it's very surprising the concessions we got from some elements of the power structure."

In the Head Start program in Greene County, the effective working relationship through the Council of "old Greene Countians" like the director of the Head Start program and some of the newer elements of the leadership combined to open doors for new people to walk in. There is no quantified way to measure the impact of Head Start on the leadership structure of the county, but the extent of involvement was major, and the program undoubtedly acted as a catalytic agent in terms of future leadership development. It should be stressed that the success of the Head Start program in Greene County was in large part a function of the diffusion of the leadership structure in the county. The community consultant to the Council stated that the program developers deliberately did not ask for the endorsement or participation of political officials or bodies such as town or city councils or township commissioners. He added that:

"The feeling of the Head Start planning committee was that the city councils would rather not be involved, that it should not be political in any sense."

It may be that one factor related to the success of Head Start in Greene County is that it was not identified with any agency or leadership clique in the county. In most situations in which a program gains this identification, it becomes a political issue. But in Greene County, the non-intervention of the political leaders into the social service sector insured freedom from that problem.

The success in avoiding explicit conflict arising from value disensus has been conspicuous in the Head Start program. However, simply because the county experienced "harmonious" consensus in the working together on the program, an additional danger has been created. It is not desirable, or even possible, to avoid a confrontation at some point with existing value conflicts, even though they be latent. The recruitment of new leadership from among the disadvantaged cannot be sustained for any length of time as long as the "credentialed" middleclass professionals and the poor remain in conflict over goals.

The resolution of conflict through its emergence, which is basically the political process, is negatively sanctioned by the professionals and has fallen into disuse in a non-political program of this kind. But creative conflict resolution through its emergence into the process of communtiy organization is the only way to prevent a false consensus from further isolating the disadvantaged. Head Start has contributed little in this essential field in Greene County. Those who helped plan the program are generally aware of the goal-disparities, but have neglected their resolution.

11335

4. The impact of Head Start on the Social Service Agencies

The Head Start program was planned and organized by representatives from most of the major social service agencies in the county. Those that did not participate in the actual planning either were involved in some way during the program or were well aware of the extent of the program. This does not guarentee, however, that what was learned about the needs and proglems of the disadvantaged child and his family by the personnel of these agencies during the program had any lasting impact upon the structure or orientations of these agencies. It is our intent in this part of the summary to discuss those impacts which are evident thur far as well as some of the indications of possible long-range impacts on the agencies.

We will first discuss some of the more general indications of impact. Involved in this question is the related question of the extent to which agencies were involved in the program. The agency with the greatest involvement was undoubtedly the Health Department. The Health Department has received a grant to undertake a program of homemaker training and services, and the director of the department has reported that some of the mothers of Head Start children active in the program will be encouraged to apply for training as homemakers. One of the public health nurses in the county reported that:

> "every nurse had something to do with some part of the planning (for Head Start); contacting families, getting them registered."

The nurses have been aware for years of the needs of the disadvantaged child and his family, but undoubtedly the Head Start experience broadened this awareness on the part of the nurses and

11330

sensitized them to the problems, such as transportation, that have kept the disadvantaged from making full use of health facilities. Since the Head Start program ended, the Health Department, in cooperation with the Council on Community Services, has been exploring the possibilities for follow-up care for children with dental defects uncovered during the program. This was one phase of the program in which there was much confusion about the responsibility of the program for correcting defects uncovered by the examinations.

Most of the agencies providing children with services have not reported any major program shifts or new cases as a result of the Head Start program. The Greene County Guidance Center, for example, has reported no referrals of children from the Head Start program, although one or two were referred by coordinators. It is possible that these children were not identified by the Center staff as Head Start children.

One of the areas of greatest possible impact of the program is in the reaction of the school systems to the possibility of programs under Title I of the Elementary and Secondary Education Act. In a booklet circulated to school administrators outlining possible Title I programs, it is stated that:

> P "Pre-school projects designed to prepare 4-year olds or even younger children for kindergarten or Head Start programs are not only permissible but encouraged. Kindergarten, Head Start, or other programs of this type designed to prepare children for school are especially encouraged..."[3]

---

3. *Guidelines: Special Programs for Educationally Deprived Children*, Office of Education, H.E.W., 1966, pp. 30-31.

11337

Responding to the opportunities under Title I, the director of public personnel in the largest rural county school district said that:

> "One of the resources (in implementation of Title I programs) would be the families of youngsters who participated in Head Start, because these same youngsters, once enrolled in our schools...would help us qualify for getting Title I funds under ESEA."

Another agency which reported an increase in services offered to low-income children was the Xenia YMCA, which has received from Head Start a list of names of children eligible for "sponsored" or non-paying memberships. The Agriculture Extension Service also reports an increase in services to the disadvantaged, and as a result of Head Start, several mothers are engaged in homemaking projects designed to increase their abilities in sewing, nutrition, clothing and other fields.

In general, however, the specific impact of the Head Start program on the agencies in the county is not the kind of phenomenon measurable with standardized techniques. It must be assumed that the growing awareness of a community to the needs of the disadvantaged, and the commitment to provide services to meet those needs, is a cumulative process in which no one program is the major contributing factor. Head Start obviously, as the first major county-wide anti-poverty program, stimulated the thinking of those in the agencies toward the development of a complex of programs aimed at the disadvantaged. In community organization there are catalytic programs which, by bringing together the full range of human and material resources in the community, generate long-range patterns of cooperation and lead to the development of a wide range of new programs.

The community consultant to the Council on Community Services reported that:

> "Another thing that was exciting about this was the Head Start plannihg committee; to see all kinds of people - professionals and sub-professionals and lay people and the economically deprived people - all working together and actually arguing about how we were going to do this and work it out. There was a real team effort that existed here that I didn't see in the past."

The impact of the program is likely to extend generally to all the agencies in the county, particularly those active in the Council, because of the fact that it operated outside the formal structure of any one agnecy in particular. One of the staff members commented that:

> "I think the way we have been operating is pretty offecive, and we are operating outside of the agency structure but we are involving agencies when we can."

This same staff member also felt that specific agencies would respond to the expansion of opportunities introduced by Head Start:

> "There will be, I think, some changes and expansion in agency structures. For example, the Health Department is at this time considering applying for a health grant under the new Social Security amendments to help meet some of the Head Start medical and dental needs, and this is going to force a change in their structure. They're the ones who will be taking on the homemaker's training, too, and this is going to necessitate change on their part."

The impact of the program should be viewed mainly in terms of action-potential; that is, a new awareness of county problems and the experience of having worked together in a common agency framework, avoiding disputes over individual agency "boundaries," has produced a state of readiness so that as new programs become available and are suggested by those in the Council and the agencies who are aware of the potentialities for utilizing new programs, the availability of the common framework makes implementation of these programs more likely.

11339

The director of the Greene County Head Start program expressed a general feeling among the social service leadership when he said that:

> "When it comes down to these Federal programs that we are talking about for Greene County, and we are eligible for (many of these) programs, the only way that these things get expedited or put into operation is for somebody to stick his hamn neck out and say 'I think there is something here for Greene County, and I'll go to work on it and do a little digging around.'"

The central role of the Greene County Council on Communtiy Services is the major factor in explaining both the existance and the impact of the Head Start program. The Council is characterized by:

1. A loose organizational structure, encouraging any group or individual to participate actively in its programs.
2. A person-oriented approach in terms of eliciting participation and support, and an awareness of the procedures necessary to enlist cooperation from agencies more formally structured.
3. A lack of identification with any political or decision-making elite in the county, and at the same time close personal relations with political leaders who are kept informed of Council activities but not allowed to predominate in the structure.

One of the Council leaders pointed out that:

> "The Council is no more powerful than the avenues of communication and relationships it continues to keep with those founding organizations which are a part of it. As you do that, it becomes politically more potent."

Some of the problems faced by Greene County were brought into sharper focus by Head Start, and those who worked with the program are now more determined to solve these problems. The major county problem is transportation. There is no direct public transportation between Xenia and Fairborn, the only two cities in the county. Telephone communication between Xenia and Fairborn, barely ten miles apart, is on a long-distance basis. The outlying towns in the county

4

lack a network of public transportation to facilitate travel to social service agency offices and other county facilities such as the hospital, the Welfare Department, the Courthouse and other agencies vital to the poor.

These problems, faced in Head Start and experienced daily by the staff and participants, are now being worked on by concerned county residents. The whole pattern of inadequate pre-school education in the past, for example, as indicated by the wide-spread lack of kindergarten facilities and their non-use by many of the outlying rural disadvantaged, are basically caused by lack of transportation. of the county is to allow full access by every citizen, disadvantaged as well as affluent, then this problem must be solved.

5. Questions Raised by the Head Start Program

This summary will conclude with a list of questions. The questions raised in the research design have been investigated and the analysis and presentation of the data has shed some light on them. But attempting to answer questions usually raises more questions. In this case, the questions we raise stem from conflicts which arose as a result of the Head Start program in Greene County. These conflicts were largely latent and the vast enthusiasm and administrative dedication put into the program prevented them, during the first year of Head Start, from becoming manifect and creating disruptive strains within the program.

However, the lack of shared orientations and goals on the part of all those involved in the program is apparent from the data. Not everyone should agree on all goals and phases of the program, and not everyone did. But not everyone agreed on some of the basic operational definitions about the Head Start program.

The following questions exemplify the kinds of problems that future pre-school programs must answer before planning becomes solidified and the possibility of change precluded:

1. Should a pre-school program place primary emphasis on the goal of school readiness or should it stress the creative development and expression of the child? The data show that neither goal is universally shared.
2. Should the disadvantaged be involved and play a major role in the policy-making and goal selection planning stages of program development, or should major stress be placed upon their participation in programs already planned by those familiar with the planning process. The data show that a goal-discrepancy exists with regard to this question.
3. Should program development be primarily the responsibility of those in the existing social service agencies with the channels and resources already available, or should new community action organization relying largely on indigenous community leadership be encouraged to undertake program development? The data show that both approachers are stressed within the county, and that a potentiality for furture conflict lies within it.
4. Should a pre-school program for disadvantaged children stress the involvement of the total family, or should the program stress the primary needs of the child? The data show that a

11342

goal-discrepancy exists with regard to this question and that future pre-school programs must resolve this question.

The Head Start program in Green County inspired dedication, creative effort and cooperative patterns of organization. Through it, 424 pre-school children were able to gain significantly in the social experiences so often lacking in the family environment of the disadvantaged child. As a result of the program, the social service sector of the county grew closer together in the awareness of common resources and county problems. The impact of the Head Start program on Greene County cannot be placed beside a yardstick, but the newly emerging patterns investigated by this study indicate that the attack on the problems of poverty in Greene County has been immeasurable aided through the Head Start experience.

11343

APPENDICES

APPENDIX A

ELEMENTARY TEACHERS - CONTINUATION OF ANALYSIS

1. Introduction

This section of the Appendix contains those sections of the report on the elementary teachers which were not essential to the main body of the report. Much of the material is supplementary, and both sections should be read in full for a complete account of the investigation of the elementary teachers.

2. Characteristics of the Teachers

The range of experience in teaching was fairly equivalent between Head Start Teachers and Non-Head Start Teachers. The table below describes years of teaching experience of both groups; to summarize, almost two-thirds (65 per cent) of the 49 teachers have more than five years of experience; more than two out of five (42.8 per cent) have taught for more than 10 years.

Table A-1

	Years of teaching experience					
Type of teacher	1-2	3-5	6-10	11+	No Reply	Total
Head Start	2	4	7	11	--	24
Non-Head Start	5	5	4	10	1	25

The number of years the teachers had taught in their present school was also fairly equivalent, although, as the table on the next page shows, 5 of the Non-Head Start Teachers had been in the school 11 or more years, while none of the Head Start Teachers had been there that long.

11345

Table A-2

Type of Teacher	Years Taught in Present School				
	1-2	3-5	6-10	11+	Total
Head Start	11	7	6	0	24
Non-Head Start	9	7	4	5	25

An examination of the data in the above two tables reveals that while Head Start teachers have approximately the same teaching experience, in terms of years, as the Non-Head Start teachers, the latter have a longer tenure at their present school. An examination of the basic data indicates very strongly that Head Start teachers are more mobile than Non-Head Start teachers. The following table documents this fact; expressed in average years for both groups:

Table A-3

Type of Teacher	A. Total years in teaching	B. Years taught in present school	$\frac{B}{A}$	Number
Head Start	9.3	3.3	.36	24
Non-Head Start	11.0	6.9	.63	24
All Teachers	10.1	5.1	.50	48

In other words, there is little difference between the two groups of teachers in terms of average years of teaching. The Non-Head Start teachers have slightly more experience, but this is not a marked difference. But the average Head Start teacher has spent only about one-third (36 per cent) of her total teaching career in the school in which she is now teaching. On the other hand, the Non-Head Start teachers have spent almost two-thirds (63 per cent) of their teaching career in the school in which they are presently teaching. All of the teachers, grouped together, have spent half of their teaching career in their present school.

The proportions of years in the present school compared to total years teaching does not vary markedly between types of school districts. The following table illustrates this point:

Table A-4

	Percentage of Teaching Career Spent in Present School		
Type of Teacher	Xenia	Fairborn	Other County Schools
Head Start	37	42	31
Non-Head Start	67	68	59
All Teachers	52	55	45

This data indicates that teachers in both city school districts and rural districts are closely similar in terms of the percentage of their total teaching experience spent in their present school. But the Head Start teachers, in both urban and rural school districts have spent only about a third of their total teaching career in the school they are presently in. Non-Head Start teachers have spent, in both urban and rural districts, about two-thirds of their total teaching career in one school.

It is difficult to draw more than suggestive implications out of the preceding data. It does tend to indicate, however, that Head Start teachers are more mobile and tend to shift jobs more frequently than Non-Head Start teachers. This may be due to higher aspirations reflecting upward mobility; it might be due to dissatisfaction with their earlier teaching situations; it might be explained by more spirited bidding on the part of school boards for teachers of the kind who are motivated to work in innovative and experimental programs such as Head Start. Or another factor or factors may lie behind the data. However, it does seem suggestive of possible differential orientations among teachers which correlate with willingness to experiment and try new experiences. It does seem indicative of a need for further research along these lines.

The Head Start teachers do not all teach in the early elementary grades, while all of the Non-Head Start teachers do. Some Head Start teachers are presently in the non-elementary grades, and several of them are in pre-school classes, as the table below demonstrates.

Table A-5

Type of Teacher	Grade Presently Taught (1965-1966)					
	Pre-school	1-2	3-4	5-8	9+	Total
Head Start	5	8	3	6	2	24
Non-Head Start	1	24	-	-	-	25

The initial source of information about the Head Start program showed no clear pattern. To briefly summarize the questionnaire data, for both groups of teachers, the newspaper was the first source of information (19 of 49 mentioned this). Four other sources were mentioned by 7 teachers each; another teacher in the same school, the principal of the school taught in, radio or television, and "other sources," primarily Head Start staff members. Only 17 of the 49 mentioned a source directly connected with the school systems, indicating that this source of information may have been neglected as a focus for recruiting efforts by the program.

11348

3. Why Teachers Taught or Did Not Teach

The Head Start teachers in the sample were asked: "Can you tell me the main reason you decided to teach in the Head Start program?" The Non-Head Start teachers were asked: "Did you give any thought to applying for a teaching position in the Head Start program?" They were then asked: "Can you tell me if there was any particular reason why you didn't apply?"

3.a. Why Head Start Teachers Taught

Only 6 of the 24 Head Start teachers mentioned financial motives as a major reason for applying for a position. Nine specifically referred to the challenge of working with "poverty" children; five of these mentioned that they had previously taught low-income children (three of these had taught in Kentucky, and many of the Head Start children were from families who had migrated from Kentucky in recent years).

Several of the Head Start teachers wanted to gain experience in teaching pre-school children, or children younger than those they normally taught. Only five of the 24 said that they simply needed a summer job, and for several of these, this was a secondary motivation. The prospect of working with small classes was also mentioned by several teachers. "What would teaching 15 children be like compared to 35; what could be done with this small a class," was the response of one Head Start teacher.

In summary, there is no clear-cut pattern of response to the question as to motivation for involvement in Head Start. Financial

11349

rewards or simply the need for a summer job were clearly secondary, but "poverty" children as a factor was not a simple determinant either. For most teachers, a combination of concern for the needs of low-income children and a desire to gain a now kind of teaching experience, especially for those with little or no elementary or pre-school background, provided primary motivational factors.

3.b. Why Non-Head Start Teachers Didn't Teach

Only four of the twenty-five Non-Head Start teachers had given thought to the possibility of teaching in the program. Of these four, only one had applied, and she had not been accepted. The remaining three who had considered applying were either unavailable or heard about it too late to file an application.

More than half (13 of 21) who did not consider applying wanted a free summer, either to satisfy family obligations or simply to relax after nine months of teaching. Three had other obligations, either attending graduate courses or teaching in other summer programs. Only two mentioned a total lack of knowledge about the program as a reason for not applying; two also mentioned advancing age as a reason. In summary, more than half of the Non-Head Start teachers valued a free summer more than the possibility of involvement in a new program. The remaining teachers were either unavailable because of family obligations or other jobs or duties. Only four of the twenty-five had given any thought to teaching in the program.

4. The Initial Reaction of Non-Head Start Teachers

Non-Head Start teachers were asked: "What was your initial reaction to the Head Start program?" This question was designed to find whether negative attitudes existed among a substantial portion of the teaching personnel, for one reason or another.

Of the twenty-five Non-Head Start teachers, two mentioned favorable initial reactions to the program. "I thought it was a wonderful idea, if it would work," said one. Only one had an initially negative reaction: "it was a waste of time, money and effort." Most of those responding, however, did not expand on their reactions, although three Non-Head Start teachers felt that such a program, while worthwhile in conception, was not needed in their particular area.

The virtual unanimity of initial favorable reaction to the program may be misleading, since many of these teachers had specific criticisms of the program. The fact that the interviewers represented an official evaluation study may have blunted some initial lack of enthusiasm. But in general, there is no indication that negative attitudes toward Federal programs or a lack of perception of the needs of the poor was operative in determining initial reactions to the program. The generally favorable reactions, however, were neither specific in endorsement nor carried over into participation in the program. It may be that a substantial number of teachers simply do not want to give up their free summer for participation in any program, innovative or not. As we will see later, a desparity of goal-orientations on the part of Non-Head Start teachers and Head Start teachers may be an important factor in determining participation. Preliminary interviews showed that many Non-Head Start teachers perceived the goals as expressive and non-disciplinary, and their adherence to these goals may have operated to keep them from applying to work with the program.

Parenthetically, twenty-three of the twenty-five Non-Head Start teachers could not make any estimate as to the number of children enrolled in the Head Start program. The two who did venture an estimate chose 12-15 and 200 as estimates (the first may have been estimating the number in a class, or have been unaware that there was more than one center).

5. Attitudes Toward the Training Sessions by Head Start Teachers

Head Start teachers were asked two questions on evaluation of the training program: 1) "What do you think was the most helpful part of the training program for Head Start teachers?" and 2) "Was there any part of the training program you thought was poorly done, or things that should have been included that weren't?"

There were two formal training sessions preceding the operation of the program. One was conducted at Ohio State University, where the teachers spent a week; that program stressed films and lectures on child development. The teachers also, along with the teacher's aides and coordinators, spent two days at Central State University, located in Greene County. Several of the teachers also spent a day in visiting a child development center in Cincinnati, sixty miles south, which was already in operation.

11352

The most frequently mentioned beneficial aspect of the training program was the films and other audio-visual materials presented. Many of the teachers felt that the films dramatically illustrated the problems of the poor. Six of the twenty-four Head Start teachers referred to the films as helpful. Only two of the twenty-four mentioned having met and sharing a mutual orientation with the non-professional teacher's aides and coordinators as beneficial. Three felt that the visitation to the child development center was helpful. Most, however, either said that the whole training program was helpful or mentioned all the components of the program. One teacher felt that the training program "opened my eyes to the need for this program. Seeing children from the low-income brackets in the films, probably more than any one other thing, pressed this need home to the teachers and other people present at the meeting."

A general comment at this point is that these observations are retrospective, with an intervening period of seven or eight months to blur perceptions and attitudes. The predominance of the audio-visual materials in the comments of the teachers seems to reflect the fact that material presented in this fashion is more than lectures remembered and retained.

Two related negative reactions to the formal training sessions predominated in the responses of Head Start teachers. The first was that the week-long session at Ohio State included too many lectures which were dull, boring and not instructive. The second, a reflection of the first, was that not enough observation and practical ideas were included. One teacher's typical response: "We should have had more practical training and more help with curriculum. We only observed one day; it would have helped if we had observed a kindergarten more than one day." Another teacher felt that the stress on classroom freedom and self-expression as a goal for the program was unrealistic. "I felt that the authorities advocated more freedom than would be allowed in kindergarten and this caused trouble for the kindergarten teachers and frustration for the children," commented another teacher.

Only four of the twenty-four Head Start teachers had no criticism of the training program, but most criticisms were general; not enough time for reflection, dull and repetitive lectures, not enough classroom observation, not enough time allowed for general discussion by the teachers. These, however, are general criticisms of many training programs.

6. Communication about Head Start Among School Personnel

An important component of the impact of the Head Start program in Greene County on the school system in general and possible innovations in classroom methods in particular is the extent to which the Head Start teachers communicated their experience to other teachers. If this communication is extensive, and if the Non-Head Start teachers adapt or adopt unique features of the Head Start program, then the impact upon the county school systems will be substantial. If the opposite is true, then the unique features of the program may well dissipate and become so diffuse as to have little sustained impact. It is too early, of course, to measure this potential impact in a precise manner, but an investigation of the nature and amount of communication among teachers will give some indication of the potentialities involved.

Both Head Start teachers and Non-Head Start teachers were asked the number of other teachers with whom they discussed the Head Start program. The preliminary interviews with twenty-one Head Start and fifteen Non-Head Start teachers, conducted within a few weeks of the commencement of the school year, indicated that little communication had taken place. Even in schools with teachers who had been in the Head Start program, the hectic pace of the first few weeks prevented substantial discussion of the program. In one isolated rural school, for example, there are only two first-grade teachers, one of whom taught in the program. Their rooms are adjoining, but the Non-Head Start teacher reported no conversations with the Head Start teacher either at the time of the preliminary interview or several months later. In September, she reported that "I've been so busy that I haven't had time to talk (with the Head Start teacher). We'll probably talk more about it later." But no conversation with the Head Start teacher about Head Start was reported four months later.

Another Non-Head Start teacher who reported in September that "the two teachers who were in the program talk to me about it; we discuss it in the teacher's lounge," added four months later that "though these conversations, (I have learned that) the program was quite successful in affecting children's behavior and in improving their over-all vocabulary and knowledge." The two Head Start teachers with whom she had discussed the program were quite vocal in discussing the program with fellow teachers; one reported between fifteen and twenty contacts with other teachers about the program. A third Non-Head Start teacher, teaching in a school with no Head Start teachers, reported no discussions with any teacher who had been in the program, but did report discussion with two other teachers whose classes contained Head Start children, in order to compare notes on the Head Start children. She noted that "they could see no difference in the children as a result of their being in Head Start."

At the time of the second interview, some four to five months after the school year began, patterns of inner-communication among teachers had shifted considerably. Slightly more than half (52 percent) of the Non-Head Start teachers reported a conversation about the Head Start program with a teacher who had been in the program. There were only two cases in which a Non-Head Start teacher did not have a conversation about the program when there was a Head Start teacher teaching in the school. In almost every case, if there was a Head Start teacher teaching in the school, the Non-Head Start teacher would report a conversation about Head Start. If there were not, rarely had the Non-Head Start teacher had a conversation.

All but one of the Head Start teachers reported having discussed the Head Start program with other teachers in their schools. The large majority (71 percent) of the Head Start teachers said that they had discussed the program with six or more teachers. Two-thirds

(67 percent) of the Head Start teachers feel that the other teachers in their school, in general, are enthusiastic about the Head Start program. No Head Start teacher felt that the other teachers were hostile toward the program.

A majority of the Head Start teachers (62.5 percent) had discussed the program with the principal of their school. All but one or two of these reported that the principal seemed enthusiastic about the program. On the other hand, only a minority (40 percent) of the Non-Head Start teachers had discussed the Head Start program with their principals.

However, few clear patterns emerged in contrast between those Non-Head Start teachers who had communicated about the program with either Head Start teachers of principals and those who had not. There was no significant difference between those who had communicated about the program and those who had not in terms of such indices as willingness to consider teaching in the program favorable response to the idea of teacher's aides, and a preference for "innovative-expressive" pre-school goals. The only variable that was related to communication was that of availability of someone to communicate with. In other words, only two of the Non-Head Start teachers who had a Head Start source available to discuss the program with failed to make use of the resource. Those who did not have the Head Start resource present in their own schools sometimes, but not often, sought one out from another school.

11357

An analysis of the whole pattern of the combined data strongly suggests (and we should stress here the relatively small size of the sample) that attitudes toward pre-school education in general and the Head Start program in particular are based, not solely upon the availabiliby of information-sources, but upon general personality configurations. The availability of information about Head Start, and the effective and positive presentation of this information, does help develop favorable attitudes toward the program. However, we suspect that among teachers with a basic orientation towards disciplinary and adult-modeled role expectations which deemphasize self-expression, information *per se* seems to have had little impact on basic attitudes, which are most probably shaped before the teaching career begins. This should not negate, however, attempts to transmit information about the Head Start program to teachers. As time passes, if the program continues, it is likely that favorable attitudes will become more widespread.

7. Perceived Differences Between Head Start and Other Children

Of the 49 teachers interviewed, only 29 per cent were able to identify Head Start children in their present classes. Excluding those teachers not now teaching first grade, this percentage rises to 38 per cent. In all but four cases, there were only from one to three Head Start children in the classes, as far as the teachers knew. It is quite probable, however, that some teachers were unaware of the presence of Head Start children in their classes.

11358

Both groups of teachers were asked "If you have noticed any differences between those who were in Head Start and those who weren't, would you describe it for me?"

Of the ten Non-Head Start teachers who reported Head Start children in their class, five could perceive little difference between the performance of the Head Start child or children and those who were not in the program. Those who did perceive a difference expressed their perceptions as follows: 1) "More confident, a better background of experiences for some; the nutritional benefits were important;" 2) "This one Head Start child recognized colors, could count, etc., but this progress tapered off. He is very enthusiastic, wants to achieve and is very cooperative;" 3) "I think Head Start did a lot for relieving shyness in the child and making her happier;" 4) "Yes and no: these children come from different communities. They did talk about the trips they took, also the food and manners;" 5) "One of them is still very timid, but they do show signs of having gotten something from the program."

Those who could perceive no difference generally did not expand upon the topic.

The four Head Start teachers who had Head Start children in their present classes all expressed the opinion that the Head Start children showed real gains, compared to those who were not in the program. Their comments are: 1) "More comfortable in a group situation;" 2) "You can't undo in six weeks time what has been done in six years time. But if in six weeks we can manage to get children

11359

to think school is a pleasant place, and not to be afraid of an adult, to talk to them, we've accomplished a lot;" 3) "Those children feel more free to express themselves now than before Head Start. They do expect a little more attention since they were used to it in Head Start;" 4) "The one girl is very shy, but needed the experience; she is keeping up with the academic work."

It is probable that the Head Start teachers were more aware of the changes in the Head Start children in their classes, and perceived the positive gains because they were more observant. One problem is pointed up by this data; many teachers in Greene County schools felt that records of the Head Start children were not given them, making it more difficult to continue follow-up work with these children to provide continuity and retention of the positive gains of the program.

The teachers were also asked to describe differences in learning ability and behavior between children from economically and socially deprived children and those from more advantaged families. While this was an open-ended question and the data was not quantified, several broad categories of response emerged. Among the deficiencies most often noted were: 1) verbal skills were less developed; 2) motor skills and physical coordination were less developed; 3) peer group interaction was less developed; and 4) positive self-concepts were lacking among many of the children from disadvantaged homes. A few verbatim comments on this subject will illustrate the major themes: "A background of experiences gives children an enhanced learning ability. The 'deprived' children more often have not developed a good self-concept, which of course has its effects on behavior," noted one teacher. Another felt that "the language gap has a large effect on academic performance. However, they often bring a social maturity of a kind."

8. Adaptation of Head Start Program to Regular School Program

Head Start teachers were asked two questions about the adaptability of aspects of the Head Start program to teaching methods and curriculum within the regular school structure. One question dealt with aspects of the program they thought might be included in the regular curriculum and structure; the other asked them whether they had actually incorporated aspects of the program in their own teaching methods and curriculum.

8.a. Adaptability of Head Start Program

All Head Start teachers were asked: "Are there any aspects of the Head Start program, such as field trips or the health education, that you think could be adapted to the regular schools?" In a sense, this was a leading question, and the responses reflect the implicit direction of the question. Almost every teacher felt that an increased emphasis on health examinations and education, as well as field trips, could be incorporated into the regular curriculum. Only a few teachers advocated the adaption of other aspects of the Head Start program to the schools; for example, one felt that a nutrition program for the parents of the youngsters was as important as one for the children. Another felt that family-school coordinators could be used by schools as a continuing part of their program. But the virtual unanimity of opinion that an increased emphasis on both health programs and field trips should be made a part of the elementary curriculum was stricking.

11361

8.b. New Methods of Teaching by Head Start Teachers

All Head Start teachers were asked: "Since this school year began, are you doing anything different in your teaching methods or curriculum as a result of your Head Start experience?" Although many of the answers to this question were phrased in subjective and attitudinal terms, the collective reponse was remarkable: every responding Head Start teacher reported beneficial and positive gains in teaching proficiency.

Two-thirds (65 percent) of the Heqd Start teachers reported that their teaching methods or curriculum had changed as a result of their Head Start experience. In most cases, these changes were attitudinal. Two basic themes predominated in the responses:

1) Head Start teachers reported an increased awareness of the individual needs of children.
2) Head Start teachers reported an increased emphasis on the creative and self-expressive needs of children.

Several representative verbatim comments will illustrate the changes reported by the teachers: "I am trying to give the children more freedom and expression. Before, I normally tried to keep a child quiet when he should have more freedom." Another teacher felt that, "I am allowing the child more opportunity for individual, creative expression." A third teacher felt that, "I realize more the importance of letting the child develop emotionally, which is the reason for my 'wild' creative classroom." Another teacher said that, "I think I can listen better than I ever did before."

11362

It should be emphasized that these are generally subjective expressions, and that it is difficult to directly attribute to the Head Start program any cause--effect relationship to these subjective opinions. However, the implication is clear; those teachers who taught in the Head Start program report almost without any exception that they are more aware of the child as an individual, and that they foster creativity and self-expression to a greater degree than before teaching in the program. It is important to realize that these changes were perceived as consequences of the Head Start program. Although it is difficult to assess the degree of change, the teachers in the program did report that changes had occurred.

9. Evaluation of the Use of Non-Professional Personnel

Both groups of teachers were asked to evaluate the use of non-professional, supplementary personnel in the classroom and the school system. In addition, Head Start teachers were asked to evaluate the use of mothers as teacher's aides.

The Head Start teachers were asked to describe their feelings about the use of mothers in the classroom as 1) excellent, 2) useful in some ways, 3) not very useful, and 4) not a good idea. Of the Head Start teachers, more than half (54 percent) evaluated the idea as "an excellent idea," while all but one of the remaining Head Start teachers (42 percent) felt it would be "useful in some ways." One (4 percent) called it "not very useful." The teachers were also asked to evaluate the role of the mother in terms of their own experience in the Head Start program.

While 96 percent of the Head Start teachers expressed positive attitudes toward their own experience with the teacher's aide in the Head Start program, most-of them also coupled limitations of the areas in which the aide was helpful to them. Several Head Start teachers felt that the mother should not be in the same classroom as her child. Others felt that purely "housekeeping" functions could be assigned to the aide. One teacher felt an aide should be "someone who is able to do the little things without being told, such as clean up after sancks, help with the lunches and help on the playground." Another felt that the aide provided "very valuable help, passing out supplies, playground, games, food serving and helping free the teacher for 'academic' work."

Another group of Head Start teachers, however, extended the range in which the aide operated into the "professional" category which the other teachers wanted to retain for themselves. One teacher said that "we could use them on field trips, with discipline, to listen to children read, with review and remedial work, and to work with groups." Another characterized her aide, who had only a sixth grade education, as excellent. "She helped with everything except actual teaching."

In addition, both groups of teachers were asked: "would you favor the use of non-professional teacher's aide in the regular classroom?" The responses of both groups were almost identical; 75 percent of the Head Start teachers and 76 percent of the Non-

Head Start teachers expressed approval of the idea.

Both groups generally agreed on the main functions that a teacher's aide could perform in the classroom. Again, a limitation was set on the "professional" boundaries which should delineate the non-professional role. The most frequently mentioned ways in which aides could assist the teacher were: 1) playground supervision, 2) lunchroom supervision and the collection of lunch money, 3) help with arts and crafts, such as painting, coloring and music, 4) minor record keeping, such as attendence lists, 5) distribution of materials, 6) such onerous duties as buttoning and zipping children's clothing, talking children to the nurse or home when they become ill, and 7) such "sub-professional" tasks as listening to reading sessions, grading papers, helping with remedial work and giving special attention to children who are disciplinary problems or do not fit in with the group. Generally, the aide function was seen as ancillary to the porfessional task of the teacher, with the actual instruction left to the teacher. But the positive response to the idea was widespread and not limited to those teachers who had experience with the aides during the Head Start program.

The minority of teachers who opposed the idea felt either that too many people in the classroom created problems, or that the lack of professional training disqualified aides from working with children. One Non-Head Start teacher saw an "authority conflict" with more than one authority figure in the classroom.

11365

10. Teacher Evaluation of Head Start Impact on Parents

Head Start teachers were asked: "What was the most beneficial thing the parents gained from the Head Start program?" In general, the responses were unspecific. Only three teachers expressed negative attitudes toward the parents' participation in the program. Others felt that the parents gained an understanding of the importance of education, a better knowledge of the school situation and program, an awareness of the needs of their own children, a greater awareness of the need for proper medical and nutirtional habits, a feeling that someone outside of the family cared for and was concerned with the children, and increased participation in the community and awareness of its resources. On the whole, however, teachers were reluctant to impute opinions to the parents.

11. Idnetification of County Agency Personnel by Teachers

Both groups of teachers were asked to identify the personnel of several Greene County or school district agencies and organizations. The teachers were presented a list of twelve agancies and organizations, and asked to name the persons who occupied the positions listed. Below is a list of these personnel:

A. County Superintendent of Schools.
B. President of the School Board in this District.
C. Another member of the School Board in this District.
D. Greene County Health Commissioner.
E. Any public health nurse in Greene County
F. The PTA President in the school or town.
G. Commissioner of the Greene County Welfare Department.
H. Staff member of the Agricultural Extnesion Service.
I. Director of Staff member of Greene County Guidence Center.

11380

J. Chairman of the Greene County Council on Community Services.
K. Director of the Greene County Head Start Program.
L. Any member of Greene County Commissioners.

It was thought that Head Start teachers, because the program had stressed the cooperative working of agencies and school systems and because many county agencies were involved in the planning of the program, would be more able to identify the personnel of these agencies. Perhaps if the question had given the names, and had asked the teachers to identify the agency with which the name was associated, would have been able to identify more than they did. However, the responses to the question showed that:

1) Both groups, on the average, could identify less than half of the personnel of the agencies listed.

2) The Head Start teachers could identify slightly more of the personnel (an average of 5.8 of 12) than the Non-Head Start teachers (an average of 3.8 of 12). But when the Director of the Head Start program in Greene County is removed from this total, the difference is less marked (5.0 for Head Start teachers).

3) The occupants of only three positions were identified by a majority of both groups of teachers; these were the county superintendent of schools, the president of the local school board and another member of the local school board.

4) The only major disparities between the two groups were in identification of the County Health Commissioner, a member of the public health nursing staff and, to a lesser degree the president of the local Parent-Teacher Association.

5) In only two cases (local PTA president and Agriculture Extension staff member) was the percentage of identification higher for Non-Head Start teachers.

6) Aside from those persons who worked closely with the Head Start program, Head Start teachers were not markedly more able to identify the personnel of county agencies.

The following table lists the percentage of response for each position, ranked in order of identification by the combined groups of teachers:

Table A-6

		Percent of Occupants of Position Identified		
Rank	Position	HST's	N-HST's	Total Ave.
1.	Another member of school board	87 %	68 %	77 %
2.	President of local school board	74	60	67
3.	Local PTA president	48	64	56
4.	County school superintendent	57	52	54
5.	Director of Head Start program	91	16	52
6.	Any member of public health nursing staff	83	24	52
7.	Greene County Health Commissioner	65	36	50
8.	Director or staff member of Guidance Center	35	28	31
9.	Any member of County Commissioners	26	24	25
10.	Staff member of Agriculture Extension Service	17	20	19
11.	Chairman of Greene County Council on Community Services	22	0	10
12.	County Welfare Commissioner	9	4	6

As can be seen from the table, Head Start teachers showed markedly higher identification of the Greene County Head Start Director, the County Health Commissioner, members of the public health nursing staff and the chairman of the Greene County Council on Community Services, the umbrella agency which administered the Head Start program. But aside from those persons met or recognized through the program, the teachers showed few differences in ability to identify other agency personnel. One implication of this fact is that teachers are generally poorly acquainted with the structure and personnel of county agencies. This might indicate the advisability of a program to better acquaint teachers with these facts, perhaps through presentations by the personnel of these agencies at teaching staff or PTA meetings.

12. Willingness to Consider Teaching in Head Start in Future

Both groups of teachers were asked:

> "If there were a continuation of the Head Start program this summer and you had the time available, would you consider teaching (again/in it)?"

Only one Head Start teacher would not consider teaching in the program if it were continued. Two did not respond to this question, and the remaining 21 Head Start teachers all indicated a willingness to consider teaching if the program were continued.

A majority (56 per cent) of the Non-Head Start teachers also indicated a willingness to consider teaching in Head Start. Only about a third (36 per cent) would not consider it, and the remaining 8 per cent were undecided or did not respond to the question.

13. Perception of Differences Between Greene County and Surrounding Counties in Terms of Extent of Head Start Program

One emphasis of the study was an analysis of the perceptions of county residents as to the differentiating factors that explain Greene County's extensive Head Start program in contrast to the absence or smaller extent of the program in surrounding counties. Both groups of teachers (as well as principals and agency personnel) were asked for their perceptions of these differences, if any were perceived. The question, which was optional on the teacher interviews, was worded thusly:

> "Greene County had a more extensive Head Start program than any of the surrounding counties. What do you think might be some of the reasons why Greene County's program was so extensive and other county's were not?"

A total of 12 Head Start teachers and 18 Non-Head Start teachers responded to this question. Two major factors were seen by the Head Start teachers as important in explaining differentiation. The major factor was simply that there was more interest in Greene County, that more interested and responsive people live in the county, and that the interested people are more likely to get together to plan programs to meet county needs. One specific response, mentioned by almost half of the responding Head Start teachers, was that the Head Start director was primarily responsible for the extent and initiation of the program. One teacher described the director, Vaughn Lewis, as "excellent, wonderful as a promoter, he really believed in it and got out and sold it. That's what it takes." Only one Head Start teacher mentioned

11370

greater need as a factor;

> "In Greene County, we have a large number of people who migrated from the Appalachian regions of Kentucky. There is a greater need for the program in Greene County."

Another Head Start teacher said that:

> "Greene County began early planning and requested funds. It was a program that was new and many people became interested and spread the word. On the whole, Greene County has a wide variety of capable, progressive people."

The Non-Head Start teachers, on the other hand, stressed the factor of need predominantly, and a substantial minority could not articulate a reason. Generally, the stress on interest did not mention specific leaders; only one mentioned the Head Start director as a factor. Many Non-Head Start teachers phrased their answer vaguely; "There must be some energetic people here interested in educating people," said one Non-Head Start teacher.

In general, the factor of responsive leadership was cited most frequently by the teachers, but there was a lack of specificity in defining and identifying the leadership as individuals, with the exception of the Head Start director. Only four other persons were mentioned by name; Ruth Keeton, Joel Davis, Harold Hanlin and Martin Cohnstaedt. Two teachers mentioned Antioch College as a factor.

14. Additional Comments by Teachers

Both groups of teachers were asked, at the end of the structured interview, for additional comments on any aspect of the program not covered by the questionnaire. More than half availed themselves of this opportunity to comment, but few of the comments were more than restatements of points previously covered. However, the additional comments do give some idea of the aspects of the program and suggestions most salient to the teachers.

In general, the comments related to specific suggestions for improvement of the program. Among the comments from Head Start teachers are these:

> "Head Start is the most important thing that has happened to the county. I would recommend using persons with patience and classroom experience to work with these children; Head Start should not use inexperienced teachers."

Another said that:

> "I would like to see a training program for parents so that the program is reinforced at home."

A third comment:

> "In my center, members of the Senior Citizens came and read to the children, who loved it. Is this an idea to spread?"

Among the additional comments by the Non-Head Start teachers were these:

> "Training for teachers is important; we should study the difference in teaching the under-privileged and normal groups."

Another Non-Head Start teacher said that:

> "Something on this order has been needed, but we should watch how the money is being spent and make sure the children are getting the full benefit."

A final comment by a Non-Head Start teacher:

> "Although the fundamental recruiting of children should be in socially and economically deprived homes, there is a real need for recruitment of 'deprived' children from business and professional homes. I also think the program could get more and better personnel if a better recruiting effort were made among teachers."

APPENDIX B

QUESTIONNAIRE FOR HEAD START MOTHERS' MEETING

Greene County, Ohio
December 1965

We are asking you to fill out this questionnaire to help us gather information for our study of the Greene County Head Start program. It shouldn't take long to fill out. Please try to answer every question. If there is anything we can help you with, please ask someone on the Research Team, and we will do our best to help you. Thank you very much.

11378

QUESTIONNAIRE FOR HEAD START MOTHERS' MEETINGS

December 1965

1. How did you first hear about the Head Start program?
    a. ____From a friend or neighbor
    b. ____Through the school system?
        Who in the schools? ____________________
    c. ____On radio or TV
    d. ____From the newspaper
    e. ____From a public health nurse
    f. ____Other source (Who?) ____________________
2. Who asked you to have your child enroll in Head Start? ____________________
3. Which of the following are true about your child now, compared to before he or she began going to Head Start?
    a. Plays more with other children now? Yes____No____
    b. Is more obedient now? Yes____No____
    c. Brushes teeth and washes hands more now? Yes____No____
    d. I have more trouble getting him to eat? Yes____No____
    e. Has more trouble getting along with other children? Yes____No____
    f. Asks to be taken places more (like the store)? Yes____No____
    g. Cries and acts up more often now? Yes____No____
4. Is your child who was in Head Start now in school? Yes____No____
5. If your child is in school, does he or she seem to:
    a.____Like regular school better than Head Start?
    b.____Like Head Start better than regular school?
    c.____Don't know, or can't tell any difference?
6. If your child is in school now, have you met his teacher? Yes____No____

11374

7. If you have met the teacher, does she seem:

a.____More interested in my child than the Head Start teacher?

b.____Less interested in my child than the Head Start teacher?

c.____Don't know, or can't tell any difference.

8. Can you tell us the name of the principal of the school your child goes to? (Write name here) ____________________

9. Can you tell us the name of your child's teacher? ____________________

10. How often do you talk with your children about what they do at school?

a.____Every day b.____Once or twice a week c.____Less than once a week

11. If you could choose, what sort of occupation or job would you want your youngest child to go into after finishing school?____________________

12. How many grades in school do you think your youngest child is likely to finish?

a.____Less than 9 grades

b.____More than 9, but not finish High School

c.____Finish High School, but not go to College

d.____Go to College

13. If you had your choice, how many grades would you like your youngest child to finish?

a.____Less than 9 grades

b.____More than 9, but not finish High School

c.____Finish High School, but not go to College

d.____Go to College

14. Can you tell us the name of any of the public health nurses in Greene County? (Write name on line) ____________________

15. Can you tell us the name of any of the Welfare Department workers in Greene County? (Write name on line) ____________________

16. We are going to read a list of some of the agencies and organizations in Greene County. After the letter for each agency, please check one of the boxes, either "I have never heard of it" or "I have heard of it but have had no contact with it" or "I have had some contact with it."

	Never Heard of It Before	Heard of It, But No Contact	Have Had Some Contact With It
a.	________	________	________
b.	________	________	________
c.	________	________	________
d.	________	________	________
e.	________	________	________
f.	________	________	________
g.	________	________	________
h.	________	________	________
i.	________	________	________
j.	________	________	________
k.	________	________	________
l.	________	________	________

17. Would you list on the line below any other groups you belong to (church, etc.)

____

18. Which of the following are problems in your neighborhood?

a.____Streets are not paved or are full of holes

b.____There aren't enough safe places for children to play

c.____The schools are in poor condition

d.____There are no facilities for the children of mothers who work

e.____Landlords won't make repairs in peoples' houses when needed

f.____There is a sewage and garbage problem

g.____There aren't enough recreation facilities for teenagers

h.____Transportation

i.____Not enough police protection

11376

19. Would you say that the people who run things in your town or city are really interested in solving the problems you just checked?

a.____Yes, they are b.____No, they are not c.____I don't know

20. Can you think of any organization in your town or city that is working to solve the problems you checked (List here) ______________________________

21. If you heard of any group working on these problems, what would your reaction be?

a.____I would be glad to join and work with them
b.____I might join, but I would have to give it some thought first
c.____I have too many other things to do, even if I wanted to join
d.____I would't care to join any other organization

22. Have you heard of any plans for day-care centers or pre-school programs in your community? Yes____No____

23. If there were such programs, would you participate? Yes____No____

24. Do you have a regular family doctor? Yes____No____

25. If you do have a doctor, when was the last time you or someone in your family went to see him?

a.____since the summer b.____during the summer c.____before summer

26. Would you estimate how many times this year someone in your family has been to a doctor or hospital? __________________

27. Would you estimate how many times in the last year a public health nurse has visited you or you have gone to see her? _____ If none, check_____

28. Since the Head Start program was over, how many times have you talked to another mother who had a child in Head Start, aside from this meeting?

a.____Have not talked b.____Once or twice c.____Several times

29. If there were a Head Start program here next summer and you had a child of the right age, would you enroll your child? Yes____No____Don't know____

30. Your name ________________________ (No one's name will be used in the study)

11377

31. How many children do you have? ________ 32. How many at home?_______

33. How old is the youngest? _______ 34. How old is the oldest?_______

35. What kind of work does your husband do? ________________________________

36. Where does he work? __________________ 37. How long has he been there?_____

38. Do you have a job Yes____No____

39. If you work, what kind of work do you do?____________________ Where?_______

____

40. How long have you lived in your present house?

a.____Less than six months

b.____Six months to one year

c.____Between one and five years

d.____More than five years

41. Have you lived in another state more than one year? Yes____No____

42. If you checked "yes," what state did you live in longest? _______________

43. Are you registered to vote? Yes____No____

44. Did you vote in the November 2 election? Yes____No____

THANK YOU VERY MUCH FOR YOUR HELP

11378

No. 16 Greene County Agencies & Organizations List for Mothers' Interview

a. 4-H

b. Child Conservation League

c. Red Cross

d. Family & Childrens Service (Private Red Feather)

e. Health Department

f. Welfare Department

g. Guidance Center (children under 18 and parents)

h. Child Welfare Department

i. Extension Service, Agricultural Service (Home Makers, etc.)

j. Greene County Council on Community Services

k. Scouts (boys, girls, Campfire, etc.)

l. P.T.A.

11379

APPENDIX B

AGENCY INTERVIEW SCHEDULE

Head Start - December 1965

Name of Respondent ____________________ Title ____________________

Name of Interviewer ____________________ Date ____________________

1. Could you outline for me the major programs of your agency?

2. Are any of these programs specifically directed toward children (if not clear from above response)?

3. How is eligibility for these programs determined? (Probe) Is anyone in the community or county eligible, or are there residence or income restrictions?

4. Is your agency a member of the Greene County Council on Community Services?

5. Does anyone from the agency sit on the Council on Community Services or on the Economic Opportunities Steering Committee?

6. When did you first hear about the Head Start program?

7. From what source did you learn of it?

8. What was your initial reaction to the Head Start program, and what do you think were its major goals?

9. Did anyone from your agency sit on any of the Head Start planning sessions?

10. If yes, were there any particular programs your agency worked for as part of the over-all Head Start program?

11. How was your staff informed of the Head Start program? (Probe) Were staff meetings held or memoranda circulated? (If yes, could I have or borrow copies of minutes or memos?)

12. Were any staff members released full or part-time from regular duties to work on the Head Start program? (Probe for names and numbers)

13. Did your agency actually expend any funds on the Head Start program, directly or indirectly? (If so, about how much?)

11389

14. Since the Head Start program ended, have any of your programs involved children you know were in the Head Start program? (Probe) How many children, and what kinds of programs?

15. As far as you know, have any of your programs involved other members of the families of Head Start children, either siblings or parents? (Probe) If yes, describe programs and approximate numbers.

16. As a result of Head Start, have you expanded or introduced programs to deal with the problems of low-income children or their families?

17. If not, do you have future plans for such new programs?

18. As an agency, would you say that the Head Start experience gave you more knowledge and awareness of the problems of low-income families, or were you fully aware of them before the program began? (Probe) Do you have ideas for totally new programs for the county?

19. Have you or any of your staff been consulted about possible pre-school continuation programs, such as day-care or Head Start for next summer? (Probe) If not, would you want to be involved in planning if asked?

20. Could you evaluate, from your agency's point of view, the inter-agency cooperation in the planning and operation of Head Start?

21. Would you say there was more inter-agency cooperation on Head Start than on previous county-wide programs?

22. Can you think of any examples of conflict between agencies on the Head Start program? (Probe) If so, how were they resolved?

23. Did you become more acquainted with the staff or programs of any other agency in the county through Head Start? (Probe) Can you cite any examples of cooperation as a result of this?

24. I'm going to hand you a sheet with a list of agencies and organizations in Greene County. Would you first read to me the letter before each agency in which you know personally the director or the chief staff person whose work is most closely related to yours?

25. Now for each of the agencies in order, would you read the number corresponding with your frequency of contact with members of that agency?

11381

AGENCY INTERVIEW: 3

26. Would you now read the letters before those agencies with which you have had a significant increase in contact as a result of Head Start, say from once a month to once a week, or once a year to once a month?

27. In general, would you say that your attitude toward programs funded by the Federal government has shifted as a result of the Head Start program? (Probe) Do you think the Head Start program was better than the average program run with Federal funds, and if so, why?

28. Would your overall evaluation of the Head Start program be generally favorable, unfavorable or neutral? Do you think it should continue?

29. What would you cite as the greatest achievement of Head Start?

30. What would you cite as the greatest failure or drawback of Head Start?

31. Do you think there should be more inter-agency coordination of programs in Greene County for low-income families? (Probe) If so, in what ways?

32. Finally, we would like to know what factors you think set Greene County apart from those neighboring counties (Warren, Clinton, Clark, etc.) who have had no county-wide programs like Head Start?

(Probe) Do you think Greene County is different from other counties in its willingness to inaugurate new programs? What do you think explains this?

NOTE: HAVE YOU COVERED ALL QUESTIONS

WRITE UP NOTES AS SOON AS POSSIBLE?

LEAVE A QUESTIONNAIRE!

1138

APPENDIX B

LIST OF GREENE COUNTY AGENCIES AND GROUPS

A. Greene County Health Department

B. Greene County Welfare Department

C. Greene County Council on Community Services

D. Greene County Director of Operation Head Start

E. Greene County Guidance Center

F. Greene County Child Welfare Board

G. County Superintendent of Schools

H. Family and Childrens Service

I. Agriculture Extension Service

J. Greene County Commissioners (one or more)

K. County Board of Education (one or more numbers)

L. Greene County Red Cross

M. Young Men's Christian Association

N. United Voluntary Services

FREQUENCY OF CONTACT

1. Once a week or more often

2. Between once a week and once a month

3. Less than once a month

4. Have never met them

APPENDIX B

QUESTIONNAIRE FOR HEAD START TEACHERS

Note to Interviewer: Make sure that every question is answered fully. If the question is open-ended, write in as complete an account of the answer as possible. Use additional sheets if necessary, numbering each response. Return this questionnaire to Room 1, Social Science Building within 24 hours of interview.

1. Name ______________ 2. School ______________________ 3. District ________

4. How many years have you been teaching? ________ 5. How many years in this school district? ______ 6. How many years in this school? _______

7. What grade do you now teach? _____ 8. How many years have you taught this grade? _____

9. From what source did you first hear about the Head Start program (check box)?

a. ___ another teacher in same school
b. ___ teacher from different school
c. ___ non-teacher friend
d. ___ principal of your school
e. ___ other school administrator
f. ___ newspaper (list) ___________
g. ___ radio or TV
h. ___ other (list) ______________

10. Can you tell me the main reason you decided to teach in the Head Start Program?

11. What do you think was the most helpful part of the training program for Head Start teachers?

12. Was there any part of the training program you think was poorly done, or things that should have been included that weren't?

13. Which Head Start center were you teaching in? _______________________

11384

TEACHER QUESTIONNAIRE: 2

14. On this sheet (hand sheet to teacher) are listed 10 goals that might be stressed in a pre-school program. From you experience in Head Start, would you rank from one to five the five you feel are most important in a pre-school program? (Insert appropriate letter next to number).

1. ____ 2. ____ 3. ____ 4. ____ 5. ____

15. Now, with the same list, would you rank the remaining five least important goals in the same way. In other words, the least important would be ranked 1. (Insert letter next to number).

1. ____ 2. ____ 3. ____ 4. ____ 5. ____

16. Now, can you tell me the two goals you think were stressed as most important in the training sessions for the Head Start teachers and staff?

1. ____ 2. ____

17. For the last thing with this sheet, can you tell me the two goals that you think were best achieved by Head Start, from your experience in it?

1. ____ 2. ____

18. Can you tell me a little bit more about what you thought were the most beneficial parts of the Head Start program?

19. What do you think was the major drawback or least beneficial part of the Head Start program?

20. If the Head Start program were continued this summer in Greene County, what recommendations would you make for improving it?

21. If you were recommending an ideal pre-school program to your school board, would you prefer a continuation of Head Start or a regular kindergarten program?

1. ____ Head Start 2. ____ regular kindergarten

22. Since this school year began, would you estimate how many other teachers in this school you have discussed Head Start with? (check appropriate category).

1. ____ None
2. ____ One or two
4. ____ More than five
5. ____ Can't tell or Don't know

(Note: if teacher says "a few" or "several" try to pin down by number)

23. In general, would you say other teachers are enthusiastic about Head Start, indifferent to it or hostile to it?

a. ____ enthusiastic b. ____ indifferent c. ____ hostile

11353

TEACHER QUESTIONNAIRE: 3

24. Since this school year began, have you discussed the Head Start program with your school principal? a. ____ Yes b. ____ No

What seemed to be his general feeling about it?

25. How many children do you have in your class now? (check appropriate box).

a. ____ Less than 20
b. ____ 20 to 25
c. ____ 26 to 30
d. ____ 30 to 35
e. ____ 36 to 40
f. ____ More than 40

26. Were any of them in Head Start? a. ____ Yes b. ____ No c. ____ Don't know

27. (If "yes" to 26) How many were in Head Start? ____

28. If you have noticed any difference between those who were in Head Start and those who weren't would you describe it for me?

29. About how many children in your class would you say are from socially and economically deprived families? (If pressed for definition, say families that would qualify for Head Start, i.e., incomes below $3000 per year) ________

30. Have you noticed any differences in learning ability or behavior between the children from socially and economically deprived families and the others? (Describe below)

31. Do you know of any special programs begun this year or planned for the future in this school system for socially and economically deprived children?

a. ____ Yes b. ____ No c. ____ Don't know (If yes, describe below)

32. Are there any programs you would like to see instituted in this system for these children? a. ____ Yes b. ____ No c. ____ Don't know (describe if yes)

33. Are there any aspects of the Head Start program, such as field trips or the health education, that you think could be adapted to the regular schools? (Describe below)

34. Since this school year began, are you doing anything different in your teaching methods or curriculum as a result of your Head Start experience?

a. ____ Yes b. ____ No c. ____ Can't tell (If yes, describe below)

35. Which of the following evaluations best expresses your feeling about the use of supplementary personnel like mothers as teacher's aides? (read list and check appropriate box).

a. ____ An excellent idea
b. ____ Useful in some ways
c. ____ Not very useful
d. ____ Not a good idea
e. ____ Don't know

11386

36. In general, how would you evaluate the role of the mother as a teacher's aide?

37. Would you favor the use of non-professional teacher's aides in the regular classroom?
a. ____ Yes b. ____ No c. ____ Don't know, can't tell

38. (If "yes" to 37) What sort of things could such a person do that would be most helpful to you?

39. During the summer, would you estimate how many of the parents of the Head Start children in your class you talked with about the child? (Press for number)
a. ____ None
b. ____ One to five
c. ____ Five to ten
d. ____ More than ten

40. What was the most beneficial thing the parents gained from the Head Start program? (Describe below)

41. Since the school year began, would you estimate how many of the parents of this class you have talked to about their child? ____ (Press for number)

42. I'm going to hand you another sheet (Hand sheet to teacher) with a number of individuals and organizations in Greene County listed on it. Could you tell me, for each letter, the name of the person listed if you know it?
a. ____________________
b. ____________________
c. ____________________
d. ____________________
e. ____________________
f. ____________________
g. ____________________
h. ____________________
i. ____________________
j. ____________________
k. ____________________
l. ____________________

43. Could you now tell me those people on the list you met as a result of your participation in the Head Start program? (List letters on line below)

____

44. (Optional question: ask only if teacher seems eager to continue discussion and there is no press of time)
Greene County had a more extensive Head Start program than any of the surrounding counties. What do you think might be some of the reasons why Greene County's program was so extensive and other county's were not?

45. If there were a continuation of the Head Start program this summer and you had the time available, would you consider teaching again?
a. ____ Yes b. ____ No c. ____ Don't know, can't tell

46. Finally, I wonder if you have any comments on any aspect of the Head Start program that we haven't discussed so far. (Answer on separate sheet).

DON'T FORGET TO THANK TEACHER FOR HELP AND COOPERATION

APPENDIX B

GOALS OF PRE-SCHOOL PROGRAMS

A. Teach the child good manners and behavior.

B. Give the child new experiences such as field trips.

C. Teach the child respect for and obedience to adults.

D. Give more involvement to parents in the educational process, through relations to teachers and the school.

E. Teach the child to recognize basic concepts such as colors, shapes, time, etc.

G. Prepare the child for learning to read and write.

H. Allow the child greater opportunity for self-expression.

I. Teach the child good habits of health and nutrition.

J. Improve the "give-and-take" of family life so that the child can become a significant member.

MOST IMPORTANT	LEAST IMPORTANT
____	____
____	____
____	____
____	____
____	____

11388

APPENDIX B

GREENE COUNTY AGENCIES AND ORGANIZATIONS

A. County Superintendent of Schools

B. President of the School Board in this district

C. Another member of the School Board in this district

D. Greene County Health Commissioner

E. Any Public Health nurse in Greene County

F. The PTA President in the school or town

G. Commissioner of the Greene County Welfare Department

H. Staff member of Agricultural Extension Service

I. Director or staff member of Greene County Guidance Center

J. Chairman of the Greene County Council on Community Services

K. Director of Greene County Head Start program

L. Any member of Greene County Commissioners

11389

APPENDIX B

QUESTIONNAIRE FOR NON-HEAD START TEACHERS

Note to Interviewer: Make sure that every question is answered fully. If the question is open-ended, write in as complete an account of the answer as possible. Use additional sheets if necessary, numbering each response. Return this questionnaire to Room 1, Social Science Building within 24 hours of interview.

1. Name ____________ 2. School ____________ 3. District ____________

4. How many years have you been teaching? ____ 5. How many years in this school district? ____ 6. How many years in this school? ____

7. What grade do you now teach? ____ 8. How many years have you taught this grade? ____

9. From what source did you first hear about the Head Start program? (check box)

a. ____ another teacher in same school
b. ____ teacher from different school
c. ____ non-teacher friend
d. ____ principal of your school
e. ____ other school administrator
f. ____ newspaper (list) ________
g. ____ radio or TV
h. ____ other (list) ____________

10. Did you give any thought to applying for a teaching position in the Head Start program? a. ____ Yes b. ____ No c. ____ Don't know

11. (If answer to 10 was "yes") Can you tell me why you didn't apply?

12. (If answer to 10 was "no") Can you tell me if there was any particular reason why you didn't apply?

13. What was your initial reaction to the Head Start program? (Describe below)

14. Can you estimate for me the approximate number of children in the Head Start program in Greene County? (press for number) ____

____ (check here if respondent cannot estimate number in program)

15. On this sheet (hand sheet to teacher) are listed 10 goals that might be stressed in a pre-school program. From your experience in teaching, would you rank from one to five the five you feel are most important in a pre-school program? (Insert appropriate letter next to number).

1. ____ 2. ____ 3. ____ 4. ____ 5. ____

16. Now, with the same list, would you rank the five least important goals in the same way. In other words, the most important of the remaining five would be ranked 1, and the least important would be ranked 5. (Do as above)

1. ____ 2. ____ 3. ____ 4. ____ 5. ____

11390

NON-HEAD START TEACHER: 2

17. From what you have heard and read about, what would you say were the most beneficial parts of the Head Start program in Greene County last summer?

18. What would you say was the major drawback or the least beneficial part of the Head Start program?

19. If you were recommending an ideal pre-school program to your school board, would you prefer a continuation of Head Start or a regular kindergarten program?

1. ____ Head Start 2. ____ regular kindergarten

20. Since this school year began, have you talked about the Head Start program with any of the teachers who taught in the program? a. ____ Yes b. ____ No

21. (If answer to 20 is "yes") Did your discussion give you a better understanding of what the program did and tried to accomplish?

a. ____ Yes b. ____ No (Probe for topic of conversation)

22. (If answer to 20 is "yes") Which Head Start teachers have you talked with about the program? ______________________________

23. Since this school year began, have you discussed the Head Start program with your school principal? a. ____ Yes b. ____ No

What seemed to be his general feeling about it? (If "yes")

24. How many children do you have in your class now? (check appropriate box)

a. ____ Less than 20	c. ____ 26 to 30	e. ____ 36 to 40
b. ____ 20 to 25	d. ____ 30 to 35	f. ____ More than 40

25. Were any of them in Head Start? a. ____ Yes b. ____ No c. ____ Don't know

26. (If "yes" to 25) How many were in Head Start? _____

27. If you have noticed any difference between those who were in Head Start and those who weren't, would you describe it for me?

28. About how many children in your class would you say are from socially and economically deprived families? (If pressed for definition, say families that would qualify for Head Start, i.e., incomes below $3000 per year). _____

29. Have you noticed any difference in learning ability or behavior between the children from social and economically deprived families and the others? (Describe below)

11391

NON-HEAD START TEACHER: 3

30. Do you know of any special programs begun this year or planned for the future in this school system for socially and economically deprived children?

a. ____ Yes b. ____ No c. ____ Don't know (If yes, describe below)

31. Are there any programs you would like to see instituted in this system for these children? a. ____ Yes b ____ No c. ____ Don't know (Describe if yes)

32. Would you favor the use of non-professional teacher's aides in the regular classroom?

a. ____ Yes b. ____ No c. ____ Don't know, can't tell

33. (If "yes" to 32) What sort of things could such a person do that would be most helpful to you?

34. (If "no" to 32) What are the reasons you don't think such a teacher's aide would be useful?

35. Since the school year began, would you estimate how many of the parents of your class you have talked to about their child? _____ (Press for number)

36. I'm going to hand you another sheet (hand sheet to teacher) with a number of individuals and organizations in Greene County listed on it. Could you tell me, for each letter, the name of the person listed if you know it?

a. ____________________

b. ____________________

c. ____________________

d. ____________________

e. ____________________

f. ____________________

g. ____________________

h. ____________________

i. ____________________

j. ____________________

k. ____________________

l. ____________________

37. (Optional question: ask only if teacher seems eager to continue discussion and there is no press of time):

Greene County had a more extensive Head Start program than any of the surrounding counties. What do you think might be some of the reasons why Greene County's program was so extensive and other county's were not?

38. If there were a continuation of the Head Start program this summer and you had the time available, would you consider teaching in it?

a. ____ Yes b. ____ No c. ____ Don't know, can't tell

39. Finally, I wonder if you have any comments on any aspect of the Head Start program that we haven't discussed so far? (Use separate sheet if needed)

DON'T FORGET TO THANK TEACHER FOR HELP AND COOPERATION

11392

APPENDIX B

QUESTIONNAIRE FOR ELEMENTARY PRINCIPALS

Note to Interviewer: Make sure that every question is answered fully. If the question is open-ended, write in as complete an account of the answer as possible. Use additional sheets if necessary, nembering each response. Return this questionnaire to Room 1, Social Science Building within 24 hours of interview.

1. Name ____________________ 2. School ___________________ 3. District ________

4. How many years have you been a principal? _______ 5. How many of those years in this district? _______ 6. How many in this school? _______

7. Do you also teach? a. ____Yes b. ____No 8. Have you done classroom teaching? a. ____Yes b. ____No (If yes to either #7 of #8) How many years of classroom teaching? ____ Which grade have you taught the most? ____

9. Can you tell me how you first heard about the Head Start program?

10. What were your initial reactions to the program?

11. What did you consider the most important goals of the Head Start program?

12. Were you involved in any of the planning for the program in your school or district? a. ____Yes b. ____No (If "yes" describe extent below)

13. Do you know how many children in your school participated in Head Start?
a. ____Yes b. ____No (Press for number) _______

14. Were you involved in the selection of any of the Head Start children?
a. ____Yes b. ____No

1139.3

15. (If and Head Start children in school) Do you know, either from your own observation or from talking with the teachers, whether the Head Start children are different from those not in the program in terms of learning ability or behavior? a. ____Yes b. ____No c. ____Don't know

16. On this sheet (hand sheet to principal) are listed 10 goals that might be stressed in a pre-school program. From your experience, would you rank on the sheet from one to five the five you feel are most important in a pre-school program?

17. Now, on the same sheet, would you rank from one to five the remaining five least important goals in a pre-school program. In other words, the least important would be ranked one on the second column.

18. From what you know or have heard about the Head Start program, would you tell me the letters of the two goals you think were most stressed in the Head Start program? (Insert letters) 1. _____ 2. _____

19. For the last thing with this sheet, can you tell me the two goals that you think were best acheived by Head Start, from your knowledge of it?

1. _____ 2. _____

20. Can you tell me a little bit more about what you thought were the most beneficial parts of the Head Start program?

21. What do you think was the major drawback or least beneficial part of the Head Start program?

22. If the Head Start program were continued this summer in Greene County, what recommendations would you make for improving it?

23. If you were recommending an ideal pre-school program to your school board, would you prefer a continuation of Head Start or a regular kindergarten program?

1. _____Head Start 2. _____regular kindergarten

24. Since this school year began, would you estimate how many teachers you have discussed the Head Start program with? (Press for number) _____

25. In general, would you say the teachers in this school are enthusiastic about Head Start, indifferent to it or hostile to it?

a. ____enthusiastic b. ____indifferent c. ____hostile

11394

26. Since the school year began, have there been any teachers' meetings at which Head Start was discussed? a. ____Yes b. ____No

27. Since the school year began, have there been any meetings at which principals and the superintendent in the district discussed Head Start?

a. ____Yes b. ____No (If "yes" ask what was discussed and describe)

28. How many first grade children are there in your school? _____

29. About how many of them would you say are from socially and economically deprived families, as a rough estimate? (If pressed for a definition, say families that would qualify for Head Start, i.e., incomes below $3000) ____

30. Have you noticed any difference in learning ability or behavior between the children from socially and economically deprived families and the others? (Describe below)

31. Do you know of any special programs begun this year or planned for the future in this school system for socially and economically deprived children?

a. ____Yes b. ____No c. ____Don't know (If yes, describe below)

32. Are there any programs you would like to see instituted in this systen for these children? a. ____Yes b. ____No c. ____Don't know (Describe if yes)

33. Would you favor the use of non-professional teacher's aides in the regular classroom? a. ____Yes b. ____No c. ____Don't know, can't tell

34. (If "Yes" to #33) What sort of things could such a person do that would be most helpful to the teacher?

11395

35. I'm going to hand you another sheet (hand sheet to principal) with a number of individuals and organizations in Greene County listed on it. Could you tell me, for each letter, the name of the person listed, if you know it?

a. ____________________	g. ____________________
b. ____________________	h. ____________________
c. ____________________	i. ____________________
d. ____________________	j. ____________________
e. ____________________	k. ____________________
f. ____________________	l. ____________________

36. Could you now tell me those people on the list you met as a result of your participation in the Head Start program? (List letters on line below)

____

37. Greene County had a more extensive Head Start program than any of the surrounding counties. What do you think might be some of the reasons why Greene County's program was so extensive and other county's were not?

38. If there were a continuation of the Head Start program next summer, which of the following would express your feeling about the extent you would prefer your school and staff to be involved: a great deal, somewhat, slightly or not at all?
a. ___a great deal b. ___somewhat c. ___slightly d. ___not at all

39. Finally, I wonder if you have any comments on any aspect of the Head Start program that we haven't discussed so far ? (Use separate sheet for answer)

DON'T FORGET TO THANK PRINCIPAL FOR HELP AND COOPERATION

11396

APPEXDIX C

PROJECT HEAD START

MEDICAL AND DENTAL EVALUATION

by H. Thomas Blum

A study made possible by:
Winslow J. Bashe, M.D., M.P.H.,
Associate Professor of Preventive
Medicine, University of Cincinnati,
Funds were obtained from the Public
Health Service, a branch of the
Department of Health, Education and
Welfare.

11397

PROJECT HEAD START

Project Head Start was made possible by the Economic Opportunity Act passsed by Congress August, 1964. This Act and the accompanying funds aid the economically underprivileged of the United States. In the past, many of the Federal, State, and local monies, although allocated for the impoverished, have not ended up in the hands of those most in need. Rather, the aid has been given to those responsive to communication or those literate enough to fill out what is oftentimes a relatively complicated application for aid. Many competent studies confirm this problem of getting the money and other supportive help to those most in need.

Children from economically and culturally deprived backgrounds tend to quickly fall behind in school simply because they have not acquired the tools of learning and the experience their middle-classed peers have easily gained from interested, highly-motivated parents.

The Head Start program of pre-kindergarten experience is designed to provide a temporary, positive environment in which the culturally underprivileged child will be stimulated physically, socially, emotionally, and intellectually. The child then will be more likely to experience success in the regular school program. The associated teachers, parent aides, coordinators, and volunteers provide enthusiastic attention, encouragement and freedom to learn to each child for a period of eight weeks.

Greene County Project Head Start hopes to realize the following goals:

1. Enhancement of Self-Image
   Realizing that a negative self-imate is the basis of most emotional problems, the Head Start personnel strive to enhance the self-image of the child. This is carried out by helping the child to achieve success in increasingly difficult challenges. A positive self-image is also promoted by enabling the child to identify with the surrounding self-confident people, e.g., teachers, coordinators, nurses, physicians, etc.

2. Exposure to New Concepts
   Alert, positive-thinking adults appreciate many material and mental phenomena. Most children become aware of these phenomena only when those aware of same take the time to expose the interesting object or thought to the child. Many of the Head Start children have been denied the advantages of such exposure.

3. Promotion of Independence
Ideally, children should spend much of their time with their peers as opposed to constant proximity to parents or teachers who act as a source of security.

4. Promotion of Community-mindedness
At this age, only the most elementary ideas can be implanted. Nevertheless, many adults fail to manifest the simplest of community concepts, e.g., the responsibility of helping those in need or the importance of observing traffic laws in a positive manner because these laws have been promulgated for the good of the people.

5. Teaching the Children to Observe Good Health Habits
These head start goals must be communicated on a level which the four- to six-year-old child can understand. Also inherent in the inculcation of these new ideas is the importance of always explaining "why" a child is requested to do something. This communication must, of course, be made in appropriate, meaningful language. For example, it is absolutely useless to tell a child to brush often lest the endogenous staphylococci and streptococci promote carious enamel.

Medical and dental examinations are an essential part of Project Head Start. Each child is given a cursory physical and dental examination by local physicians and dentists who have offered their services on a volunteer basis. The writer of this report played an important role in organizing the Greene County dentists and setting up the Dental Program. The Dayton Speech and Hearing Center provided a mobile hearing unit which will process each child applying a rather thorough auditory checkup. DPT, polio, measles, and smallpox immunizations were done when indicated. Tine skin tests were performed in the search for tuberculosis antibodies.

Funds for further medical and dental diagnosis and treatment are being sought from the Federal Government with every assurance that follow-up money will be available.

MEDICAL DATA EVALUATION

Certain data was obtained from the Physicians' and dentists' recordings of their screening examinations.

In general, the positive physical findings include 169 children with the following disorders:

22 CARDIAC

19 heart murmurs
2 accentuated second heart sounds
1 tachycardia

11399

11 LUNG

4 bronchitis
3 asthma
2 expiratory wheezing
1 "heart sounds distant"
1 chronic cough

6 NEUROLOGICAL

2.muscle paralysis L face (one of the two whildren has defective speech)
1 possible cerebral palsy
1 weakness in L hand
1 hyperactive leg musculature
1 "hyperactive"

65 ENT

58 tonsilitus (12 of whom have ear infections, perforated, scarred, or bulging tympanic membranes)
8 otitis media
1 scarred tympanic membrane

9 OPHTHALMOLOGY

5 strabismus
3 conjunctivitis
1 colomboma

5 HERNIAS

4 umbilical
1 inguinal

9 GENITO-URINARY

6 unilateral undescended testicles
1 phimosis
1 epispadia
1 hypospadia

25 BONE

2 kyphosis
4 scoliosis
1 lordosis
1 possible broken nose
17 sets of flat feet

14 SKIN

8 impetigo
4 verrucae
2 contact dermatitis (1 poison ivy)

25 OTHER

1 pilonidal cyst
1 slight spina bifida
1 "bruises easily"
1 capillary fragility
1 nutritional disorder
1 possible Fe deficiency

1.1%, i.e., 3/263 positive Tine tests (1 "uncertain reading")

13 speech abnormalities

2 lip repair indications

1 acute nephritis

Urinalyses performed on 150 Fairborn Head Start children revealed positive findings in 22 cases. The diagnoses ranged from "slight trace of albumin" to "trace albumin; loaded pus. 8-10 RBC; 3+ mucus; 1+ bacteria." With the exception of Tecumseh School unit which had non-remarkable urinalyses tested through courtesy of Richard Falls, M.D., the remaining Greene County Head Start children did not have the advantage of urinalyses.

Dental examinations revealed the following difficulties:

15 children with dental abscesses
185 children with carious teeth
1 child with a surgically repaired cleft palate and cleft lip in need of orthodontia treatment

The location of children with medical and dental probelms is shown in Table A.

There are several observations one might make after studying these geographic distributions. Apparently, there is no significantly greater incidence of medical and dental problems in either Caucasian or Negro Head Start children except in Cedarville where the examining physician detected 10-15 flat-footed children, thus promoting the appearance that the Caucasian children are more sickly than the Negro children in that area. Bearing this in mind, one hesitates to attach any importance to this particular statistic.

11401

Other exceptions to the relatively equal racial distribution of medical and dental problems occurs in the Jamestown and Yellow Springs areas where the Negro children have a greater incidence of medical problems and Cedarville where the Negro children have a greater rate of dental difficulty. Two of the four Negroes in Jamestown unit have a diagnosis of flat feet and tonsilitis, neither of which is particularly significant. On the basis of these two diagnoses, one would most likely disregard the Negro/Caucasian variation in the Jamestown area. The same judgment cannot, however, be passed on the Negro-Caucasian incidence discrepancy in the Yellow Springs unit since the five Negro problems areof more importance, i.e., kidney infection, impetigo, asthma, bronchitis, and chronic cough. The 20% higher incidence of dental problems among the Negro children in the Cedarville area should not be interpreted as significant since it only involves a few caries rather than more significant problems of abscesses or orthodontia work. It is interesting to note the total percentage of medical and dental problems -- 45.3% and 58.7% respectively.

One wonders how standardization of the physical and dental exams would affect the rate of problems. For example, would every physician have as high an incidence of flat feet? One also wonders if urinalysis and basic blood studies on each child would reveal more difficulties. Also, what effect would dental x-ray have on the incidence of carie and abscess diagnosis?

Evaluation of the immunization level previous to the Head Start immunizations is shown in Table B.

It is interesting to note the incidence of no DPT immunization in Cedarville and Belbrook; the incidence of no polio vaccination in Xenia, Cedarville, and Yellow Springs; the incidence of no smallpox vaccination scars (the identification of a smallpox vaccination scar by the coorinators was the measure of this incidence) in Xenia, Fairborn, Cedarville, Jamestown, and Belbrook. All of these areas have 30% incidence.

The characteristics of the groups having medical disorders versus those having no medical disorders diagnosed are noted in Table C.

The evaluated characteristics of the families of the Head Start children with diagnosed disorders do not seem to differ significantly from the characteristics of the families of the children without diagnosed disorders.

Other parameters evaluated were the average weights and heights of the Head Start children. These averages were compared with the averages from a study done on "normal" children by the Department of Maternal and Child Health, Harvard School of Public Health. The Head Start children were divided into twelve groups: 4, 4 1/2, 5, 5 1/2, 6 and 6 1/2 year-olds for each sex. The Harvard groups are shown in Table D.

11402

These weights and heights are from the 25-75th percentile. For example, a 4-year-old male weighing 32# would fit somewhere into the 0-25 percentile range and out of the Harvard group weighed, 25% of the children weighed less than the stated figures and 25% averaged more. These averages were calculated for the Head Start children and recorded in Table E.

Persuing these percentages, one detects many significant deviations indicating that in some age ranges 64.6 Head Start children are lighter than the Harvard weights for the same age and sex. Overweight is also manifest. One conjectures that one cause of both of these deviations may be inadequate nutrition.

In future screening examinations of this kind, one would hope that urinalyses, hemoglobins, and hematocrits are performed on all of the children participating.

11403

Medical Report
(APPENDIX A)

Greene County dentists who volunteered their diagnostic services to Project Head Start:

John W. Ashleman, D.D.S.

James D. Cooper, D.D.S.

Jack M. Enterline, D.D.S.

E. Morrell Freese, D.D.S.

Donald E. Fricke, D.D.S.
(instrumental in obtaining Dental Education Material gratis and Crest toothpaste at cost from Procter & Gamble Company)

D. V. Garrison, D.D.S.

R. M. Gordon, D.D.S.

Robert Horne, D.D.S.

C. R. Laishley, D.D.S.

Richard Malahy, D.D.S.

R. W. McCarty, D.D.S.

Emil R. Ontko, D.D.S.

E. Nelson Reeves, D.D.S.

Robert Reynolds, D.D.S.

William F. Russell, D.D.S.

Richard Schwab, D.D.S.

Clarence L. Thomas, Jr., D.D.S.

P. David Virgallito, D.D.S.
(Instrumental in organizing Fairborn dentists)

Joseph C. Valentour, D.D.S.

W. Henry Wampler, D.D.S.
(has already completed follow-up on one child with dental abscesses)

11404

Medical Report
(APPENDIX B)

The Health Program was organized by Mary E. Agna, M.D., Health Commissioner Greene County; Robert P. Hardman, M.D., pediatrician and Sue Irvin, R.N., Greene County Health Department, Public Health nurse. The following physicians volunteered their diagnostic services:

Mary E. Agna, M.D.

Charlotte Ames, M.D.

H. M. Berley, M.D.

S. C. Ellis, M.D.

Richard Falls, M.D.

J. M. Gustin, D.O.

Robert P. Hardman, M.D.

R. F. Kelly, M.D.

J. G. Krause, D.O.

Donald F. Kyle, M.D.

H. J. Laughlin, M.D.

Benjamin F. Lee, M.D.

Norman G. Linton, M.D.

Ramon L. Marquez, M.D.

Meinhard Robinow, M.D.

John F. Thesing, D.O.

The Public Health nurses generously extended their services to Project Head Start.

11403

Medical Report
(APPENDIX C)

The following agents and agencies are responsible for the 150 urinalyses performed on the Head Start children in Fairborn:

The lab work was performed at:

Belmonte Park Laboratory
389 Shaw Avenue
Dayton 5, Ohio
Director Mr. James A. Elam

The work was requested by:

J. G. Krause, D.O.
J. M. Gustin, D.O.
(Fairborn physicians)

Included in the urinalyses report is the following statement:

> "The Belmonte Laboratory would like to thank Mr. Richard C. Gronauer, 1027 Holly Avenue, Dayton, Ohio, for contributing the Ames Reagents needed for this project. It should be pointed out that this donation was made at Mr. Gronauer's personal expense."

11406

ORGANIZATION

OF

THE GENERAL HEALTH DISTRICT IN OHIO

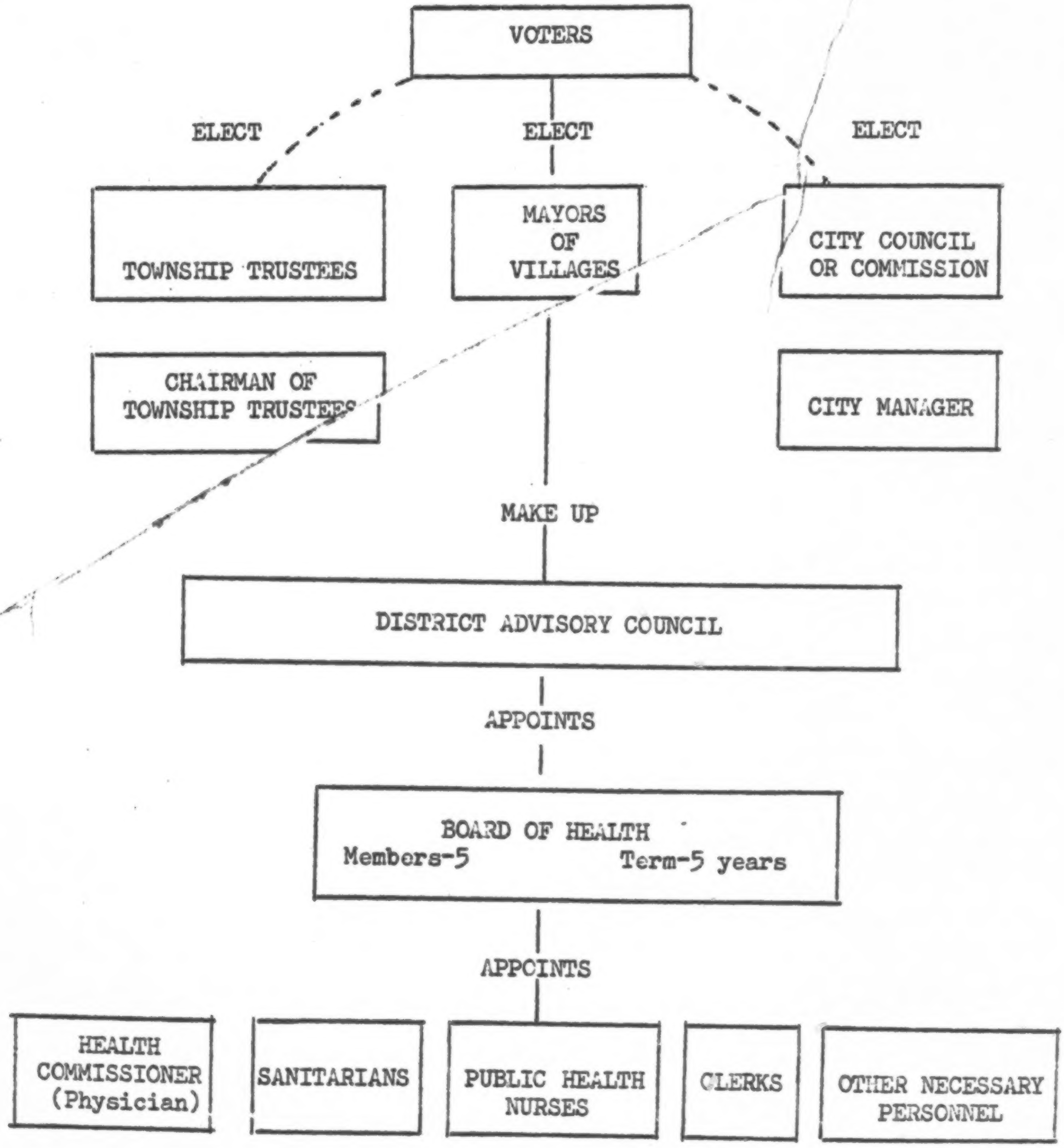

VOTERS
ELECT
ELECT
ELECT
TOWNSHIP TRUSTEES
MAYORS OF VILLAGES
CITY COUNCIL OR COMMISSION
CHAIRMAN OF TOWNSHIP TRUSTEES
CITY MANAGER
MAKE UP
DISTRICT ADVISORY COUNCIL
APPOINTS
BOARD OF HEALTH
Members-5
Term-5 years
APPOINTS
HEALTH COMMISSIONER (Physician)
SANITARIANS
PUBLIC HEALTH NURSES
CLERKS
OTHER NECESSARY PERSONNEL

TABLE A

		No./ Children Who Received Physical Examination	No. with Medical Difficulties	Percent With Medical Difficulties	No./Children Who Received Dental Examination	No. With Dental Difficulties	Percent With Dental Difficulties
ZENIA	W	63	26	41.2%	48	27	56.2%
	M	35	12	34.2	34	15	44.1
		98	38		82	42	
FAIRBORN	W	134	82	61.1	110	73	66.3
	M	0	0	0	0	0	0
		134	82		110	73	
BEAVERCREEK	W	23	4	17.3	23	17	73.4
	M	0	0	0	0	0	0
		23	4		23	17	
CEDARVILLE	W	18	15	83.3	18	10	55.0
	M	11	5	45.4	12	9	75.0
		28	20		30	19	
JAMESTOWN	W	34	5	14.7	33	22	66.6
	M	8	4	50.0	8	5	62.5
		42	9		41	27	
SPRING VALLEY	W	12	5	41.6	13	8	75.0
	M	0	0	0	0	0	0
		12	5		13	8	
YELLOW SPRINGS	W	19	6	31.5	19	6	31.5
	M	10	5	50.0	11	4	36.3
		29	11		30	10	
BELLBROOK	W	8	0	0	13	6	46.1
	M	0	0	0	0	0	0
		8	0		13	6	
TOTAL		375	169	45.3%	342	201	58.7%

11401

TABLE B

	Percent of H. S. Children who have had no DPT shots		Percent of H. S. Children who have had no Salk or Sabin polio vaccine		Percent of H. S; Children who display no smallpcx vaccination scar	
XENIA	18/ 97	18.5%	30/ 98	30.6%	47/ 92	52.1%
FAIRBORN	10/127	8.0	12/126	9.5	40/125	32.0
BEAVERCREEK	0/ 15	0	1/ 22	4.5	20/ 24	0
CEDARVILLE	13/ 27	48.1	14/ 27	51.8	19/ 27	70.3
JAMESTOWN	11/ 44	25.0	13/ 45	28.8	16/ 39	41.0
SPRING VALLEY	1/ 13	7.7	1/ 13	7.7		0
YELLOW SPRINGS	7/ 25	28.0	7/ 23	30.4	4/ 25	16.0
BELLBROOK	5/ 13	38.4	0/ 13	0	8/ 13	61.5
COUNTY AVERAGE		21.7%		20.4%		34.1%

TABLE B

9

TABLE C

	CHILDREN WITH DISORDERS		CHILDREN WITHOUT DISORDERS
1.	13/180, i.e., 7.2% of the mothers of this group have not completed grammar school.	1.	14/218, i.e., 6.4% of the mothers of this group have not completed grammar school.
2.	128/180, i.e., 71.1% of the mothers of this group have not completed secondary education.	2.	144/218, i.e., 66.1% of the mothers of this group have not completed secondary education.
3.	48/134, i.e., 35.8% of families of this group moved to Greene County after the H. S. child was born.	3.	51/168, i.e., 30.3% of families of this group moved to Greene County after the H. S. child was born
4.	68/145, i.e., 46.8% of families of this group earn less than 4,000 per year.	4.	87/196, i.e., 44.3% of families of this group earn less than 4,000 per year.
5.	The average number of children in the families of this group is 614/126, i.e., 4.8 children	5.	The average number of children in the families of this group is 714/165, i.e., 4.3 children.

TABLE C

TABLE D

HARVARD GROUP: WEIGHTS AND HEIGHTS

WEIGHT (LBS.)	HEIGHT (IN.)	AGE	WEIGHT (LBS.)	HEIGHT (IN.)
34.0 - 39.0	39.7 - 41.9	(4 years)	33.5 - 39.6	39.3 - 42.6
35.7 - 41.4	40.9 - 43.3	(4 1/2 years)	35.5 - 42.1	40.8 - 43.0
37.5 - 44.1	41.7 - 44.2	(5 years)	37.4 - 44.8	41.6 - 44.0
42.0 - 49.3	43.8 - 46.3	(5 1/2 years)	40.8 - 47.2	43.4 - 45.7
44.4 - 52.1	44.9 - 47.6	(6 years)	42.9 - 50.2	44.6 - 47.0
47.1 - 55.4	46.1 - 48.9	(6 1/2 years)	45.5 - 53.3	45.7 - 48.3

TABLE E

WEIGHTS AND HEIGHTS OF HEAD START CHILDREN (VS. HARVARD STANDARD 25%/50%/25%)

HEAD START BOYS'			HEAD START GIRLS	
Weight	Height	Age	Weight	Height
1/ 6/ 4 10.0% 60.0% 40.0%	3/ 3/ 4 30.0% 30.0% 40.0%	(4 years)	2/ 4/ 3 22.2% 44.4% 33.3%	1/ 4/ 4 11.1% 44.4% 44.4%
7/ 12/ 6 8.0% 48.0% 24.0%	5/ 16/ 5 19.0% 61.5% 19.0%	(4 1/2 years)	12/ 17/ 3 37.5% 53.1% 9.3%	11/ 18/ 3 34.3% 56.2% 9.3%
7/ 10/ 11 25.0% 35.7% 39.2%	5/ 17/ 5 18.5% 62.9% 18.5%	(5 years)	8/ 17/ 5 16.0% 56.6% 16.6%	7/ 21/ 11 17.9% 53.7% 28.2%
17/ 18/ 4 43.4% 46.1% 10.2%	18/ 17/ 2 48.6% 45.9% 5.4%	(5 1/2 years)	19/ 10/ 2 61.2% 32.2% 6.4%	13/ 13/ 4 43.3% 43.3% 13.3%
9/ 15/ 1 36.0% 60.0% 4.0%	9/ 12/ 3 37.5% 50.0% 12.5%	(6 years)	11/ 14/ 3 38.5% 50.0% 10.7%	7/ 15/ 7 24.1% 51.7% 24.1%
7/ 5/ 2 50.0% 35.7% 14.2%	5/ 8/ 1 35.7% 5.7% 7.1%	(6 1/2 years)	7/ 5/ 5 41.1% 29.3% 29.3%	7/ 6/ 3 43.7% 37.5% 18.1%

11412

APPENDIX D

Summary Minutes of Meeting of the Economic Opportunity Steering Committee, Greene County Council on Community Services, Xenia, Ohio, October 28, 1965

(Note: The following are notes taken at a regular monthly meeting of the EOSC of the GCCCS. Fourteen members were present, with Dr. Vivian Lewis of Central State University presiding as Chairman and Joel Davis of the Dayton Area Welfare Council as Secretary. Vaughn Lewis, the 1965 Director of Head Start in Greene County, was present, as were several others who had been involved in Head Start, including mothers).

The first item of business was a report on transportation problems within the county, as reported by county welfare and social service organizations. The report, prepared as a survey by a member of the ECOSC, emphasized that almost all of the reporting agencies had recurring transportation problems. Generally, transportation of children, aged welfare recipients, public health cases and indigent transients presented the greatest problems. Criticisms of the "red-tape" of the Red Cross, which furnished much of the transportation utilized by the agencies, was voiced. The member who prepared the report was mandated to meet with concerned agency staff to develop a remedial transportation proposal.

The proposal for a Neighborhood Youth Corps, to serve from 60 to 70 out-of-school jobless young people, was brought up. The NYC, to cost an estimated $67,000, had been submitted to the appropriate Federal agency but the proposal had not been acted upon and doubt was expressed as to its chances for funding. One committee member reported that he had been acting for sometime as a "one-man employment agency" on a volunteer bases, securing jobs at Writht-Patterson Air Force Base and other places for jobless youths, and reported that the personnel director at WPAFB had promised that 75 summer jobs would be set aside for Greene County youth. It was agreed that if the NYC was not funded, the EOSC would attempt to work with the State Employment Service in setting up a program in the county. On a voluntary basis, the reporting member agreed to act as a "clearing house" for job applicants and to secure the services of a church office in coordinating his activities.

The representative of the Xenia City School system reported on plans to establish an extensive audio-visual program, involving films, tapes, a small planetarium, etc. He expressed a new sense of county-wide planning when he said that "we decided, with the tremendous wealth of this material, why not make it available to all Greene County. We've even added a delivery truck in the budget to take care of this."

A report was also made of the adult basic education program, and literacy training program, planned by the Xenia Board of Education but available to all Greene County residents. The initial "excellent response" was attributed in part to the use of data gathered during the Head Start program from parents who indicated an interest in basic ecucation programs.

Joel Davis reported on the follow-up pre-school program developed for three of the rural communities in the county. He noted that Federal red-tape, in requiring resubmission of the application on new forms, had resulted in a time lag in beginning the programs. He added that new requirements dictated a cut from 75 to 60 in the number of children to be served. There were several indications of criticism of Federal paperwork, and Mr. Davis estimated that a month and a half of staff time and $200 in reproduction costs had been lost in re-doing the initial application.

A discussion was held on the budget for the remainder of the fiscal year. It was reported that the EOSC had available to it $171,000 in funds, and suggested that $96,000 of this be committed to child development programs; the day-care and pre-school programs in Fairborn and Xenia, the Yellow Springs pre-school program and the other county pre-school programs. In addition, a program development allotment of $12,000 was accepted, and a home-maker program to cost $18,000 was discussed. Seven home-makers would be alloted to Greene County, to be drawn from the ranks of unemployed women, and trained in Dayton with MDTA funds. Of the 7 home-makers, 5 would be utilized by the Health Department, and one each by the Child Welfare and Aid to Dependent Children programs. Involved in the program development section would be a provision for indigenous neighborhood workers, conducting a house-to-house survey of needs and problems in the poverty areas.

Comments at the meeting relating to the Head Start program included the following:

"We were spoiled last summer. We had such a fine grant for Head Start that we were able to go ahead with an ambitious program. Now we have to think about more careful planning and budgeting."

"If we let the families (who were in Head Start) know that this wasn't just a seven-week deal, then we can provide the continuity to work with them on continuing programs. But we have to make this clear to them."

Several comments during the meeting expressed the view that Head Start provided a starting point for the county-wide development of new and coordinated programs. The decision to commit the bulk of the remaining fiscal-year funds to child development reflected this view. One or two members of the EOSC did express apprehension that perhaps too much attention was being paid children, to the exclusion of adult programs, but the majority of the committee seemed to feel that child development programs deserved the highest priority.

11414

E-1

HEAD START PROGRAM DESCRIPTION
April 1965
GREENE COUNTY, OHIO

I. GOALS

A. FOR THE CHILD SO THAT HE MAY BE BETTER PREPARED FOR STARTING SCHOOL

1. Improve the child's health by evaluating his needs and offering corrective services.
2. Provide adequate, balanced nutrition for 50 percent of the child's daily needs.
3. Help the child's emotional and social development by encouraging self-confidence, self-expression, self-discipline and curiosity.
4. Give the child frequent chances to succeed rather than fail, in order that he may begin to build a positive concept of his worth.
5. Improve and expand the child's mental processes, aiming at expanding the ability to think, reason, and speak clearly.
6. Open the child to wider and more varied experience which will broaden his horizons, increase his ease of conversation and improve his understanding of the world in which he lives. Increased concepts, vocabulary and conceptualization are all significant assets toward the child's readiness for reading.
7. Offer an opportunity for the child to meet and see teachers, policemen, health and welfare staff; all figures of authority, in situations which will bring respect and not fear or resentment.
8. Give the child a chance to meet with older children, teenagers, and adults who will serve as "models" in manners, behavior, speech, etc.

11410

B. FOR THE PARENTS

1. Give every Greene County low-income parent with an eligible child the opportunity to send his child to a Head Start Center and to participate himself.
2. Explore imaginatively ways to involve parent and neighbors in the development and operation of the center program.
3. Develop in the child and his family a feeling of belonging to the community.
4. Increase the child's ability to get along with others in his family, and at the same time, help the family to understand him and his problems, thus strengthening family ties.
5. Help both the child and his family to a greater confidence, self-respect and dignity.
6. Involve the parents in a Family Life Education Program.

C. FOR THE COMMUNITY

1. Focus the school and the community on the needs of these children and their families.
2. Develop a continuity of concern out of which an on-going program will be developed.
3. Coordinate Greene County public and volunteer resourses in the program.
4. Plan activities which allow groups from every social, ethnic, and economic level to join with the poor in solving problems.

II. COMMUNITY ORGANIZATION

The Greene County Council on Community Services, (see appendage one) after consultation with the County Commissioners who had authorized the County's participation in SCOPE, (Dayton Area Community Action Program) voted at their monthly meeting, February 18, 1965, to establish an Economic Opportunity Steering Committee for Greene County. The Steering Committee is responsible for developing and coordinating a county-wide program to help the children, families and adults in our community --- whose existence is curtailed by limited economic opportunity --- break the poverty barrier and move into greater use of their potential as human beings. The County's public and private agencies, and volunteer groups who participate in the Council on Community Services can offer the broad cooperative basis for focusing the county's attention on the needs of these members of our community. Representatives of the four county school districts met and designated two members to serve on the Steering Committee. The Economic Opportunity Steering Committee of the Greene County Council on Community Services includes:

Dr. Vivian Lewis
Central State College
Chairman, Steering Committee
SCOPE Trustee

Dr. Mary Agna
Health Commissioner

Mrs. Clyde Agee
Xenia

Mr. H.K. Baker
Superintendent of Schools
Fairborn

Sheriff Russell Bradley

Mr. Richard Bennett
Xenia, Greene County YMCA

Mrs. Marleene Broadus

Mr. Albert Gellembeck
President, Dayton-Miami Valley AFL-CIO

Dr. Martin Cohnstaedt
Antioch College

Mr. Joel Davis
Dayton Area Community Welfare Council

Mrs. Lucy Fogg
Greene County Cooperative Extension Service

Mr. James Ford
County Commisstioner

Mr. Robert Kipp
City Manager, Fairborn

Mr. Norman Huston
Welfare Director

11417

Dr. Richard Kelley
Assistant Superintendent
Xenia Schools

Mr. Tom Harner
Xenia City Commissioner
SCOPE Council

Mrs. Tom Wright
Fairborn Board of Education

Rev. J.S. Hanley
Zion Baptist Church
Xenia

Mrs. Ruth Keeton
President, Greene County Council
on Community Services

Mr. Charles McMahan
Fairborn SCOPE Trustee

* One member of the Committee is a mother of eight children who lives on a limited income. One member is an Aid for Dependent Children recipient.

The Steering Committee organized a HEAD START COMMITTEE as a foundation step in developing a community action program. The following people are active in the development of this over-all plan to give all children of limited opportunity in Greene County who will enter kindergarten or first grade this fall the possibility of having an enriching summer experience.

Dr. Vivian Lewis
SCOPE Trustee
Central State College
Steering Committee President

* Joel Davis
Dayton Area Welfare Council

Mrs. Edith Burns
Xenia

* Mrs. D.B. Chapman
Director of Food Services
Central State College

Mr. Kenneth M. McDonough
Guidance Counselor, Greenview Schools

Mr. Lowell Horton, Principal
McKinley School, Xenia

Mrs. Mildred Johnson
Xenia

Rev. Gordon Kester
Xenia Ministerial Association

* Dr. Clara Henderson
Central State College

Robert Hardman, M.D., Pediatrician
Yellow Springs PTA President
Neurological Clinic Barney Children's
Center, Dayton

Miss Betty Flynn
Mental Health Association

Miss Mary Nichols, R.N.
Health Department
Wright View District, Fairborn

Mrs. Mary Kidd
Assistent to the Director
County Library

Mr. Glenn Johnson
Principal, Five Points Schools
Fairborn

* Mrs. Mary Valentine
Chairman of Economic Opportunity
Committee of Links, Incorporated
Wilberforce

* Mr. W.R. Drury
President, Ohio School Counselors
Association
Director of Pupil Personnel
Services, Beavercreek

Mr. Raymond Fomby
Wilberforce University Work Study
Student

Miss Genevieve Cypher
Children's Librarian
Greene County Library

Mr. Glenn Riley
Principal, Central School

* Mrs. Stanley Wise
Vice President, Buckeye Trails
Girl Scout Council

* Mrs. Ruth Keeton
President, Greene County Council
on Community Services

* Mr. Leon Segal
Psychologist, Yellow Springs Schools

Mrs. Deal Christopher
Fairborn A.A.U.W.

Mrs. Ernest Collins
Rural Representative

Rev. J.S. Hanley
Zion Baptist Church
Xenia

Mrs. Louise Garcia
Supervisor of Health Education
Central State College

Miss Sandy Ingling, R.N.
Health Department

Mrs. Minnie Ware
Xenia

Mr. Ambrose B. Nutt
Yellow Springs Human Relations
Commission, Chairman of Children
and Youth Committee, Fairborn

Mr. Aaron Page
Principal, East Lincoln School
Xenia

Mr. Paul Coulter
Principal, Tecumseh School, Xenia

Mrs. R. Davis Warner
Greene County Medical Auxillary

* Drafted parts of the application.

11413

III. PROGRAM DESCRIPTION

A. AREAS TO BE COVERED

Greene County, in 1960, had a population of 94,646. It is estimated that the population will increase by 59 percent by 1975.

According to the 1960 U.S. Census, 2,980 families in Greene County earn less than $3000.00 a year. Four hundred and ten children under 18 years of age were on Aid to Dependent Children in January 1965. Four hundred and fourteen additional children are included in families on General Relief. One hundred and thirty-nine "Dependent and Neglected" children are under care of the Child Welfare Board (120 of them live in 61 foster homes). Five hundred and seventy-seven children from ages 14-17 years are not in school in Greene County. Forty-eight percent of the young men called by Selective Service are rejected in Greene County. We have mapped A.D.C. and Poor Relief recipients with the aid of the Welfare Department. The two major concentrations of poverty are in Bath and Xenia Townships.

But in every section of the county and in every school district live people in poverty. Forty-eight percent of Greene County is rural. Many low income farm hands and unemployed live in these rural areas and in small communities. Isolated farm tenant houses or abandoned farm houses, often have a sequence of occupants living in poverty.

The Centers in Bath Township will be housed in Elementary Schools. These Centers will serve the Fairborn and Bath Township areas. Included in this area are the Wright View Heights, and the Hebble Home Sections which are populated predominately by low income Appalachian Whites and have a concentration of poverty.

The Centers in Xenia will serve low income citizens in Xenia School District. The Centers will be housed in Elementary Schools. East Lincoln School District, at the present time, serves most of the Negro children on Xenia.

The center in Yellow Springs will serve low income families from the Miami Township Area in which live a composite of Negro and White racial groups. The Yellow Springs Human Relations Commission will sponsor this Center which will be located in the Elementary School or the Community Nursery School.

11420

Additional Centers will be located in Elementary Schools in each of the four rural school districts: Beavercreek, Sugarcreek, Cedarcliff, and Greenview. Thus, every township in Greene County will be covered by one or more Centers. Every eligible child in the County will have the opportunity to participate.

B. AGE LEVEL OF CHILDREN

Children of ages four and five will be served. These children are of limited opportunity who will be entering kindergarten or first grade for the first time in the fall of 1965. Areas of greater concentration of poverty will include more units as will those areas which have had greater prior concern with poverty.

C. SELECTION OF CHILDREN

Fifteen children will make up a HEAD START UNIT. Child Development Centers will be located in each School District --- to maximize the possibilities of parent and neighbors participating. An admission committee will be established in each Center to choose the children to participate in OPERATION HEAD START. The Committee will be drawn from the school staff, public health nurses, the neighborhood, and other concerned persons.

The selection of children by the Committees will be based upon such factors as family income, number of children in the family, Aid for Dependent Children, and Poor Relief, involvement of older siblings on free lunch programs, etc. Referrals may be made by many community resources to the admission committee. Some children who are not necessarily poor will be included in this program on an 85 - 15 percent basis, so that underprivilaged children will have a broader peer group relationship. Poor children should not be socially isolated in Greene Coundy's OPERATION HEAD START. Examples of how children are being selected is shown here from activities now going on in Greene County.

11421

1. Three O.E.O. Work Study Students, who are sociology majors at Wilberforce University under the direction of the Uptown Xenia Community Council, have visited families in the East Lincoln School District and have the names of 15 children of families with incomes of less than $3000. The parents want these children to have this experience.

2. In four rural school districts, meetings have been held with school officials, Public Health Nurses, and other interested persons, to identify children who would qualify to participate in OPERATION HEAD START. Lists of children four and five years of age have been compiled on the basis of family income, Aid for Dependent Children, Poor Relief, etc.

3. One member of the HEAD START Committee, a rural farm wife, is identifying isolated farm tenant houses, and abandoned farm houses, which often have a sequence of occupants living in poverty.

4. The Human Relations Commission of Yellow Springs has set up a Selection Committee, representatives from parents involved in the program, local school representatives, representatives from the Yellow Springs Community Nursery and Antioch College, and the Greene County Public Health Nurse.

5. The Greene County Welfare Department is mapping all Aid for Dependent Children and Poor Relief recipients and will provide a list of four and five year olds in this category.

D. & G. INVOLVEMENT OF PARENTS AND OTHER NEIGHBORHOOD RESIDENTS

Persistent and imaginative attempts will be make to maximize parental and neighbohood involvement. Parents and others from two neighborhoods are already participating on the Greene County Economic Opportunity Steering Committee and the HEAD START Committee.

11422

Each Center will have a HEAD START Council including neighbors and parents. Parents will be involved in developing Center plans, recruiting children, selecting children, as room mothers, helping on trips, serving food, observing their child and other children. One mother will be employed as a teacher's aide in each Center; maintenance staff as assistant cooks may be selected from parents. Work Study students or other students will be employed as Volunteer Coordinators in Centers to help involve parents.

A Family Life Education Program growing out of the interests and needs of families of children participating in the program will be set up. Emphasis will be given to nutrition, budgeting, homemaking, etc. A basic goal will be to increase the parents' interests and confidence in participation in the broader community and to increase their knowledge of available services.

The Greene County Cooperative Extension Service will be one resource for carrying out this program.

E. MEDICAL ACTIVITIES

Each child who participates in the HEAD START PROGRAM will be given extensive health services including a basic physical examination as defined by the Ohio Department of Health Examination forms required for all first graders. Many of the HEAD START children have already been seen at the Well Baby Clinics sponsored by the County Health Department and staffed by members of the Greene County Medical Society.

One full-time nurse will be employed to assist the County Health Department staff in coordinating a comprehensive medical service to the children involved in the HEAD START program. Homemaker and home-nursing services are also available to the child's family through the Health Department. Included among the services planned are the following:

Service	Implementation
Basic Physical Examination	Doctors from the Greene County Medical Society and Public Health Nurses at the couty-wide Well Baby Clinics sponsored by the Health Dept.
Correction of Defects	Public Health Nurses will work with families and appropriate community resources to correct defects discovered in the physical examinations. Red Cross and other volunteer transportation is available.
Dental Evaluation and Correction	A well-equipped dental facility is available at the County Health Department.
Vision and Hearing Tests	Public Health Nurses and volunteers such as the regular P.T.A. Health Committees will conduct the examinations. Public Health Nurses will arrange through available community resources for appliances where needed to correct defects.
Immunization Clinics	Conducted by the Public Health Dept.

Dr. Mary Agna, County Health Commissioner, and Dr. Robert Hardman, Pediatrician, will act as Medical Services Consultants.

F. SOCIAL SERVICE ACTIVITIES

The Core Staff for the County program will include a Coordinator of Social Services who may be a social worker as an assistant to the Director. Each HEAD START UNIT will have either a work study student from Wilberforce University or the Dayton Branch - Miami, Ohio State University, or a student from other colleges in the Greene County area whose responsibility will be to develop an active relationship with the parents of HEAD START children, to observe individual family needs, keep anecdotal records on each child under the supervision of the Director of Family Services, and to involve parents in the Family Life Program, (See "D") and other child-related activities at the Center. The Coordinator of Social Services will be responsible for referrals to community resources and for the preparation of records for sharing with the local Public Health Nurse, the Welfare Department case worker, and the public school staff who will continue long-run relationships with the children and their families after the completion of the project.

When needed, other community resources such as the Greene County Guidance Center, District Office of Family and Children's Service, the Child Welfare Board, Speech and Hearing Clinic, Dayton will be involved. In Bath Township, Fiarborn-Bath Township Welfare, a United Fund Agency, will help.

G. ACTIVITIES FOR PARENTS

(See "D. & G.," INVOLVEMENT OF PARENTS AND OTHER NEIGHBORHOOD RESIDENTS)

H. NUTRITIONAL PROGRAMS

Better nutrition for the children is of vital importance if they are to grow into healthy, vigorous men and women. The nutritional needs of the child will be met as follows:

1. The Center is to share the responsibility with the home for providing the children with adequate food during the day. The hours, as established by the Planning Committee, are 9 A.M. to 1 P.M. Therefore, the Center is responsible for fifty percent of the child's daily diet. A snack will be served at 9:15 A.M. and a full meal at noon. The food is to be prepared in a central location and delivered to the Center for service by the teacher and parent teaching aide. Mr. Tony Navaroli, Chief Sanitorian, Health Department will serve as a consultant to assure that health standards are met.

11425

2. A progam will be developed by the Greene County Health Department and the Greene County Cooperative Extension Service for the mothers, as a part of a Family Life Education Program, to assist them with the planning, purchasing, and preparing of adequate meals for the children and other members of the family.

3. Food means more to the children than the nourishment it gives the body. It may contribute to a feeling of security and it indicates to the child whether adult concern is one of warmth and generous acceptance of him as a person.

I. DAILY ACTIVITIES

Before the opening of the Centers, the Director and all personnel working within the project including parent-teacher aides and key volunteers, will discuss the possibilities inherent in the daily program for realizing the project goals.

(See L. TRAINING)

The staff will build on what is known and what they themselves may discover about how learning best takes place among these children.

Members of the staff will acept each child as an individual person. The degree of deprivation certainly will not be the same for each child.

Each Center's program will provide for a balanced and well-rounded day of living. Flexibility to meet with the needs of the individual child will characterize the program. The need for these children for the security afforded by regular scheduling and consistent handling will also be given priority.

The program will concentrate on the world around the child.

Regular time will be spent listening to the child, writing down his story, using his words.

A Home-Play corner will give opportunity for children to act out their questions about themselves --- their families.

11426

Books will help them grasp what is real in their world. (The County Library will furnish books for the summer program and the Bookmobile will come to each Center regularly.)

Trips will be taken to farms, fire-houses, grocery stores, nature centers, fish and game establishments, parks, the preparation day of the County Fair.

Every trip will give the child the opportunity to relate what he has seen. There will be opportunity for manipulative skills and bilateral muscular development.

There will be the freedom to be curious.

The child will build, draw and paint, experiment with materials, care for animals, he will explore and create in the world around him so that his concepts may be increased. He will talk, and he will be listened to, and slowly he too will learn to value listening. He will be encouraged to see himself as adequate.

He will have a head start on becoming a person of dignity and worth.

J. PHYSICAL FACILITIES

Each HEAD START Center will be housed in an elementary school throughout the County. (Yellow Springs may use the Community Nursery School.) These buildings have basic facilities and equipment suitable for use by four and five year olds. They meet the Health and Safety requirements set forth by the State Department of Education and the Department of Health.

In each unit there will be space for the whole group, small groups, individual activity, observation space, and visitors. Areas will be included for home-play, books, worktables, blocks, painting activities, pets (perhaps out-of-doors). Each Center will have playgroud facilities equipped for gross motor activities.

11427

K. TRANSPORTATION

Transportation in most cases, will be provided by volunteers in each Center. There are P.T.A.'s, Child Conservation Leagues, Mothers Clubs, etc. who will transport children to and from school. Schools buses and church buses may be used in some areas to transport children. School buses or church buses may be used on field trips in which the parents and perhaps younger siblings of HEAD START Students may be invited to participate.

L. TRAINING FOR NON-PROFESSIONAL AND VOLUNTEER STAFF

A three day training session for the entire staff family including parent teacher's aides, student volunteer coordinators and key volunteers is planned the week before the Centers open. It is hoped that the program will:

1. Make each member of the staff aware of the complete nature of this program, its origins, goals, scope, and limitations.
2. Make each member aware of how the local organization was formed, how the staff team is to operate in carrying out the goals, their individual roles, and their responsibility to one another.
3. Help each member to obtain effective and necessary communication with others in the program, allowing a climate of free, candid, and constructive interchanges, contributing to each staff person's growth in this program.
4. Increase the awareness of the forces creating poverty, and their ultimate effects upon people.
5. Create an appreciation of normal child growth and development.
6. Provide some direction in identifying and handling critical, social, or emotional behavior to effect positive changes immediately or in the future.

11428

During the seven week HEAD START program, weekly meetings of the staff family of each Center will be held to review the children in their Center, and to evaluate the program, and plan together.

M. PLANS FOR SUPPLEMENTAL PROGRAMS

Complete records will be kept on each child. This will include medical history, achievement, reactions, interests, special skills, and recommendations on how to maximize his continued growth.

At the end of the summer session, a two-day conference is planned in which all County agencies who have responsibilities for these children and their families will be invited to review the prograss of the children and the invlovement of their families in the HEAD START program, and to plan for the continuity of the program for the children as they start their formal school years. It is anticipated that the Director of the HEAD START program will encourage the development of continuing the program throughout the summer.

A Community Action Program is being planned to implement the supplemental program and to develop specific opportunities for breaking the poverty barrier in Greene County.

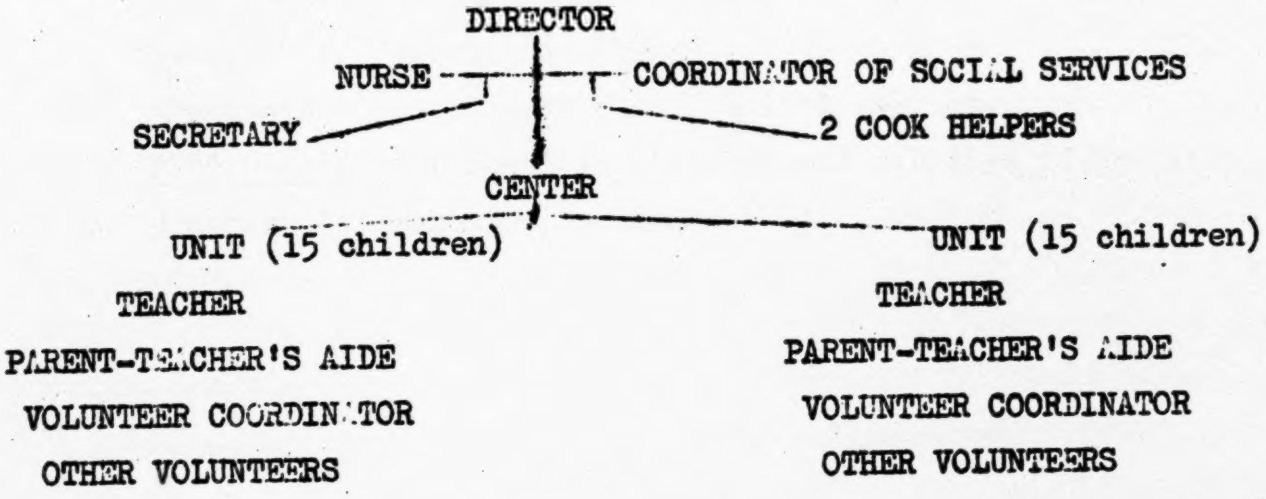
N. STAFFING OF CENTERS

The Core Staff will include a Director, a Coordinator of Social Services, a full-time health nurse, and a secretary. Each HEAD START Unit will be staffed by one qualified teacher. A mother will be employed as a teacher's aide and will serve as a room-mother. Other volunteers will be asked to help in each unit on special projects such as birthday parties, reading to small groups, helping lead tours, transporting food, transportation for corrective medical and dental services, etc. Each Center will have oneVolunteer Coordinator (a work-study student or other student), whose responsibility will be to involve parents, neighbors, and other volunteers into the on going program of each Center. Thus, each Unit will have

11423

at least three persons in it creating a ratio of one adult for each five children. (See also F. SOCIAL ACTIVITIES; AND JOB DEFINITION OF DIRECTOR)

A diagram of our staffing appears below:


DIRECTOR
NURSE
COORDINATOR OF SOCIAL SERVICES
SECRETARY
2 COOK HELPERS
CENTER
UNIT (15 children)
TEACHER
PARENT-TEACHER'S AIDE
VOLUNTEER COORDINATOR
OTHER VOLUNTEERS
UNIT (15 children)
TEACHER
PARENT-TEACHER'S AIDE
VOLUNTEER COORDINATOR
OTHER VOLUNTEERS

O. OTHER VOLUNTEERS

1. Sourses

The HEAD START Committee has a Committee to involve volunteers and it is anticipated that each Center's council will include a variety of volunteers from the following groups:

Parents of children in project, particularly mothers
A.A.U.W. (Xenia, Fairborn, Wilberforce)
Farm Bureau Woman's Committee
Agriculture Extension Home Demonstration Clubs
League of Women Voters
High School Future Teachers Clubs
P.T.A.'s (each Center); Church Women's Groups (most Centers)
Local college students from Central State College, Dayton Branch ---Miami, Ohio State---Wilberforce University, Cedarville College and Antioch College
Senior Girl Scouts (Fairborn, Beavercreek, Sugarcreek, Yellow Springs)
Campfire Girls

Other organized groups around the Centers and in the county-wide areas will be approached to offer volunteer help.

11430

2. Uses

(a) Two to three aides per unit are anticipated to assist the teacher to care for indisposed children, help serve food, help with toilet use, ride bus with children, assist on trips, etc. These aides could be mothers of children in the program, Senior Girl Scouts, or others.

(b) Transportation for corrective medical services

(c) Baby sitters for Center's children and siblings if special programs for parents are planned.

P. JOB DIFINITIONS

1. Director

The Director of the Greene County HEAD START PROGRAM shall:

a) Be an able and experienced administrator with professional training in child development, education, public health or social services.

b) Have the ability to give leadership and encouragement to both the professional team and a wide range of volunteers including parents from culturally deprived neighborhoods.

c) Have a deep commitment to the goals of the HEAD START PROGRAM as defined both by the Office of Economic Opportunity and the Greene County HEAD START Committee.

d) Carry responsibility for developing follow up for fall.

e) Be available for training in late May or early June.

f) The salary is on the basis of $8000 a year for the ten week period beginning June 20th.

g) It is hoped that the Director of HEAD START may also continue as coordinator of a continuing community action program in the fall.

h) It is desirable that he have knowledge of the county.

2. Coordinator of Social Services

The Coordinator of Social Services for the Greene County HEAD START PROGRAM shall:

a) Be trained Social Worker or person of comparable experience and training who is secure, flexible, imaginative, and creative.

b) Have the ability to work with both the professional team and a wide range of volunteers including parents and neighbors from culturally deprived neighborhoods.

c) Have a deep commitment of the goals of the HEAD START PROGRAM as defined by the Office of Economic Opportunity and the Greene County HEAD START Committee.

d) Be responsible for supervising the student Volunteer Coordators.

e) Supervise preparation of records on individual children.

f) Build effective relationships between parents and community resources.

g) Make referrals to communtiy agencies.

h) Be available beginning June 21, 1965, for nine weeks. Salary is on the basis of $6900 a year.

3. Teacher

The Teacher in the Greene County HEAD START PROGRAM shall:

a) Be a graduate of a four year course, with an appropriate major from a nationally recognized and accredited college or university.

b) Have a deep commitment to the goals set forth in the Greene County HEAD START PROGRAM.

c) Evence a sincere interest in, and the love of, youngsters.

d) Seek out new ideas and better ways of doing things.

e) Welcome challenges and adapt readily to revised situations.

11432

f) Have had exposure to a variety of classroom or nursery school situations, learning experiences, and opportunities to broaden.

g) Display an ability to generate new ideas or solutions to problem situations.

h) Be able to lay out readily an appropriate daily schedule for several varieties of situations and student groupings.

i) Have the ability to work with both the professional team and a wide range of volunteers, including parents and neighbors from culturally deprived neighborhoods.

j) Be available to attend the Federal Teachers Training Program in June, 1965.

k) Salary is based upon $400 a month.

4. Nurse

The Nurse for the Greene County HEAD START PROGRAM shall:

a) Be a registered Nurse, having completed a three or four year course at an accredited school of nursing, college, or university.

b) Have a deep commitment to the goals of the HEAD START PROGRAM as defined by the Office of Economic Opportunity and the Greene County HEAD START Committee.

c) Have the ability to work with both the professional team and a wide range of volunteers, including parents and neighbors from culturally deprived neighborhoods.

d) Work closely with the County Health Commissioner, Supervising Nurse or the County Health Department, and County Public Health Nurses to carry out a program of evaluating and correcting health needs of the individual HEAD START child.

e) Build effective relationships between parents and community health resources.

f) Be available beginning June 21, 1965, for seven weeks. Salary is on the basis of $400 a month.

5. Volunteer Coordinator

The Volunteer Coordinator for the Greene County HEAD START Units shall:

a) Be a Work Study Student from Wilberforce University or the Dayton Branch, Miami-Ohio State University, or a student from other colleges in the Greene County Area.

b) Have a deep commitment to the goals of the HEAD START PROGRAM as defined by the Office of Economic Opportunity and the Greene County HEAD START Committee.

c) Develop an active relationship with the parents of the HEAD START Center, and observe individual family needs, and help to involve parents in the Family Life Program, and the other child-related activities at the Center.

d) Be responsible to the Director of Social Services.

e) Keep anecdotal records on each child.

f) Be responsible for involving, in addition to parents and neighbors, other interested groups in the activities of the Center.

g) Be responsible for seeing that food is delivered each day to the HEAD START Center from the Central Kitchen and that soiled dishes are returned to the Central Kitchen for sanitizing.

h) Have the ability to work effectively as a member of the total staff family.

Q. GREENE COUNTY COUNCIL ON COMMUNITY SERVICES April 7, 1965

The following organizations are represented at the monthly meetings of the Greene County Council on Community Services:

11434

Aid for the Aged
American Cancer Society
American Red Cross
Antioch College
Beavercreek Public Schools
Central State College
Community Welfare Council of Montgomery and Greene Counties
Fairborn-Bath Twonship Welfare
Fairborn Branch, Miami-OS Universities
Fairborn Public Schools
Greene County Bar Association
Chairman, Legal Aid Committee
Greene County Board of Education
Greene County Child Conservation Leagues
Greene County Child Welfare Board
Greene County Children's Home
Greene County Commissioners
Greene County Cooperative Extension Service
Greene County Council of Churches
Greene County Guidence Center
Greene County Health Department
Greene County Heart Association
Greene County Home
Greene County Library Board
Greene County Medical Auxiliary
Greene County Mental Health Association
Greene County Welfare Department
Happy Times School (Retarded)
Juvenile Court Staff
League of Women Voters, Xenia, Fairborn, and Yellow Springs
National Polio Foundation
Probation Officers, Common Pleas Court
O. S. & S. O. Home
Senior Citizens
T.B. and Health Association
United Voluntary Services
Vocational Rehabilitation, State of Ohio
Wilberforce University
Xenia and Fairborn A.A.U.W.
Xenia Chamber of Commerce
Xenia Public Schools
Yellow Springs Welfare
Young Men's Christian Association
Greene Memorial Hospital
Beavercreek Ministerial Association

11435

APPENDIX F

GUIDE LINES FOR HEAD START NEIGHBORHOOD COUNCILS

"Who should be involved on Neighborhood Head Start Councils?"

1. School personnel - public and parocial, (If in your district.)
2. Health nurses
3. P.T.A. representatives
4. Representatives of labor
5. Civic and Neighborhood Organizations - interested citizens, Girl Scouts, etc.
6. Parents and neighbors of children to be included in Head Start

Hold meeting at a time most convenient for all to attned.

"Guidelines for Action"

1. Set conditions for acceptance of children into the program. i.e
    - (a) Family income approximately $3000 per year.
    - (b) Source of income.
    - (c) Marital status of parents.
    - (d) Number of siblings
    - (e) Family contact with social agencies and courts.
    - (f) Other.
2. Identify those four and five year olds who will be eligible to participate in Operation Head Start, (This has been done in most cases.)
3. Contact families with eligible children and give them the opportunity to make application to enroll their children in Operation Head Start.
4. Arrange through local sources for one hot food container for each unit of your responsibility.
5. Anticipate transportation needs and offer suggestions for meeting these needs.
6. Work with local doctors, dentists, and Health Department to assure that health and dental evaluations will be made and that corrective work will be accomplished.